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ABSTRACT

This document contains transcripts of oral and written testimony from witnesses at a hearing on National Youth Service. National Youth Service is a broad concept that will allow the youth of the United States to serve their country and communities through public service. Youth Service members could, after completing their service, receive education benefits in exchange for those services. Witnesses included youth service volunteers, former youth program participants, educators, and various congressional representatives. At the hearing, the witnesses explored various ideas for youth service, and looked at model programs, such as the Peace Corps, the Job Corps, the Reserve Officers Training Commission (ROTC), and other types of youth programs. Witnesses discussed the advisability of making youth service voluntary or compulsory, the types of youths who would join and the types of youths who should benefit, and the need for civic responsibility. Benefits from previous programs were outlined, and calls were made for some type of national youth service. (KC)

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HEARING ON ISSUES RELATING TO NATIONAL YOUTH SERVICE

HEARING

BEFORE THE

SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDREDTH CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, DC, JUNE 30, 1987

Serial No. 100-42

Printed for the use of the Committee on Education and Labor

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ISSUES RELATING TO NATIONAL YOUTH SERVICE

TUESDAY, JUNE 30, 1987

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON EMPLOYMENT OPPORTUNITIES,
COMMITTEE ON EDUCATION AND LABOR,
Washington, DC.

The subcommittee met, pursuant to notice, at 9:15 a.m., in room 2261, Rayburn House Office Building, Hon. Matthew G. Martinez (chairman of the subcommittee) presiding.

Members present: Representatives Martinez, Jontz, Gunderson, and Grandy.

Staff present: Eric Jensen, staff director; Bruce Packard, legislative assistant; Tammy Harris, chief clerk; and Mary Gardner, minority legislative associate.

Mr. MARTINEZ. I would like to call this meeting to order and announce that we have joining with us, as members of the committee, Mr. Fred Grandy and Mr. James Jontz.

This hearing of the Employment Opportunities Subcommittee is called to receive testimony on National Youth Services. National Youth Services is a broad concept that will allow the youth of this nation to serve their country and communities through public service. Youth Service members may, after completing their service, receive education benefits in exchange for those services.

We have seen first-hand successful Youth Service programs in New York City and San Francisco.

This focus on National Youth Service comes at a time when, even though we face major budget deficits, we still need to cope with the decay of our public infrastructures and the rapid deterioration of our natural and cultural resources. We must also realize our nation's youth are facing alarming high rates of unemployment, and there can be a correlation between the two problems.

For the group of 16-to-19-year-olds, we have an 18 percent unemployment rate, meaning 1½ million teenagers do not have work. With the larger group of 16-to-24-years-olds, 13 percent of the group, or 3 million youth, are unemployed.

The picture is even more bleak for minorities and women. Approximately 40 percent of black teenagers, 24 percent of Hispanic teenagers, and 15 percent of teenage women are unemployed.

We are clearly at a time when we must look for solutions to these problems.

The concept of the National Youth Service, which will provide needed voluntary help for States and communities, is a perfect solution, in my mind, for the wide-ranging problems confronting us.

In addition to providing needed employment, useful public service can be a very important factor in the educational and personal development of young people. The service concept focuses on creative energies of both the government and the youth worker on finding solutions to our nation's problems.

Numerous National Service bills have been introduced in this Congress, including H.R. 460, H.R. 1468, H.R. 1479, and H.R. 2225, introduced by Congressmen Panetta, Torricelli, McCurdy, and Sikorski. Mr. Sikorski has also introduced legislation to amend the Higher Education Act to include the Youth Service concept.

We will be hearing from the Members today on their ideas of how we can apply Youth Services towards meeting the national and local imperatives. We look forward to hearing their testimony.

With that, I will turn to the Members of the panel and ask if they have an opening statement.

Mr. Grandy.

Mr. GRANDY. I have none.

Mr. MARTINEZ. Mr. Jontz.

Mr. JONTZ. I have none, Mr. Chairman.

Mr. MARTINEZ. Then we will begin with you, Mr. McCurdy.

Mr. MCCURDY. Thank you, Mr. Chairman.

STATEMENT OF HON. DAVE McCURDY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OKLAHOMA

Mr. MCCURDY. Thank you, Mr. Chairman, members of the subcommittee. It is a pleasure to have the opportunity to appear before you this morning—and I see my good friend and colleague, the ranking Member, Mr. Gunderson, joining us—to appear before you this morning.

I have a formal statement that I would like to summarize and admit into the record, if I may, Mr. Chairman, I would like just briefly to make some points, because I think it is important that we be informal and discuss the importance of the issue that we are covering today.

Almost 200 years ago, Mr. Chairman, Thomas Jefferson said that a tour of duty was due from every citizen of this country in whatever service he might be most helpful to this country. Well, today I think that imperative is even greater; that with the declining budgets, with the scarce resources, and the crying need for more services, the time has come for some type of national service program.

On March 9th of this year, I introduced H.R. 1479, the National Service Act, to establish a voluntary program of national service. Under this bill, participants age 17 to 26 would provide civilian or military service in exchange for Federal aid to continue their education.

The bill would phase out existing Federal student assistance programs over a 2-year period. After that time, with some exceptions—and there always have to be some exceptions, I think, in these bills—only those who have participated in a National Service

program would be eligible for Federal education assistance, including scholarships, loans, and loan guarantees.

In effect, Federal student aid programs would be restructured so that the sole criterion, with a few exceptions, would be participation in voluntary national service. Now, again I stress voluntary, and I stress the fact that this is probably the most far-reaching of the proposals that have been presented, and I think it is one that deserves careful consideration.

I would like to briefly address the two types of national service created under this bill. The first is military national service. We are facing a declining pool of youth available for military service today. This shortage threatens to reduce the quality of our armed forces and to increase the already high cost of these forces.

Currently, we depend on the system of high levels of incentives, pay, bonuses, and frills to attract people into the military. The effective yearly compensation of a private first class is now approximately $15,000 a year. This exceeds the average starting salary of American teachers. This is for a private first class.

The defense budget cannot withstand the inevitable increases in the already high levels of compensation that would be necessary to attract sufficient numbers of qualified youth into military service.

I would also like to indicate, Mr. Chairman, as a member of the Armed Services Committee, that the priorities within the Reagan budgets over the past few years in defense have been in the investment accounts, that is, in the weapons systems, the ships, planes, SDI, whatever the system might be.

At the same time, we have tried to compete with the private sector in the all-voluntary force by having the incentives.

A recent article in the Air Force Times Magazine indicated that the Air Force is now $340 million short on its payroll. They are underfunded by that amount, and they see this as a continuing problem.

This is going to be an ever-greater problem in the future, and I think we are going to have to address it.

The second option under my bill is civilian national service. There are many unmet national, State, and community needs in health care and environmental conservation, in assistance to the elderly, to name only a few.

Under existing programs these needs are unlikely to be met by business or government. Voluntary civilian national service can make a substantial contribution to meeting these needs.

The comprehensive National Service program would encompass a substantial proportion of eligible youth, but would remain voluntary, with inducement for service being educational assistance. But by placing the duties of citizenship at the forefront of the National Service debate, our young people will get more than just an academic experience. They will learn democratic values that are too often taken for granted today by Americans of all ages.

Franklin Roosevelt initiated the depression-era Civilian Conservation Corps. John Kennedy created the Peace Corps; Lyndon Johnson, VISTA, which is a model for domestic youth service.

It is time to renew the idea of civic service in both the military and civilian spheres. National Service represents an appeal to the

broad values of citizenship rather than to the narrow needs of self-interest.

I would like to share with you one of my favorite quotations from a famous American, Walter Lippmann, in 1940—and my good friend, Mr. Gunderson, is smiling, because he has heard me quote this a number of times. Addressing his 30-year class reunion at Harvard, Lippmann said:

> You took the good things for granted; you must earn them again. It is written that for every right you cherish, you have a duty that you must fulfill; for every hope you entertain, you have a task that you must perform; for every good that you wish could happen, you will have to sacrifice your comfort and ease. There is nothing for nothing any longer.

Voluntary national service is a way for young people to develop a sense of commitment to their country and, at the same time, receive assistance toward a good education. With the National Service Act, they will be getting something for something.

Mr. Chairman, that concludes my statement, and I would be happy to respond to any questions that you might have at this time.

[Prepared statement of Hon. Dave McCurdy follows:]

PREPARED STATEMENT OF HON. DAVE MCCURDY, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OKLAHOMA

Mr. Chairman and members of the subcommittee:

I appreciate the opportunity to testify today on an issue I think we all agree is of great importance.

On March 9 of this year, I introduced H.R. 1479, The National Service Act, to establish a voluntary program of national service. Under the bill, participants aged 17 to 26 would provide civilian or military service in exchange for Federal aid to continue their education. The bill would phase out existing federal student assistance programs over a two-year period. After that time, with some exceptions, only those who have participated in the National Service program would be eligible for federal educational assistance, including scholarships, loans, and loan guarantees. In effect, federal student aid programs would be restructured so that the sole criterion, with a few exceptions, would be participation in voluntary national service.

I would like briefly to address the two types of national service created under this bill. The first is military national service. We are now facing a declining pool of youth available for military service. This shortage threatens to reduce the quality of our armed forces and to increase the already high costs of these forces. Currently, we depend on a system of high levels of incentives, pay, bonuses, and "frills" to attract people into the military.

The effective yearly compensation of a private first class is now approximately $15,000; this exceeds the average starting salary of American teachers. The defense budget cannot withstand the inevitable increases in already high levels of compensation that would be necessary to attract sufficient numbers of qualified youth into military service.

The second option under my bill is civilian national service. There are many unmet national, state, and community needs in health care, environmental conservation, and assistance to the elderly, to name only a few. Under existing programs, these needs are unlikely to be met by business or government. Voluntary civilian national service could make a substantial contribution to meeting these needs.

A comprehensive national service program would encompass a substantial proportion of eligible youth, but would remain voluntary, with the inducement for service being educational assistance. But by placing the duties of citizenship at the forefront of the National Service debate, our young people will get more than just an academic experience. They will learn democratic values that are too often taken for granted today by Americans of all ages.

Franklin Roosevelt initiated the depression-era Civilian Conservation Corps. John Kennedy created the Peace Corps.

Lyndon Johnson set up VISTA as a model for domestic youth service. It is time to renew the idea of civic service in both the military and civilian spheres. National service represents an appeal to the broad values of citizenship rather than to the narrow needs of self interest.

I would like to share with you one of my favorite quotations from a famous American, Walter Lippmann. In 1940, addressing his 30-year class reunion at Harvard, Lippmann said, "You took the good things for granted, you must earn them again. It is written that for every right you cherish, you have a duty that you must fulfill; for every hope you entertain, you have a task that you must perform; for every good that you wish could happen, you will have to sacrifice your comfort and ease. There is nothing for nothing any longer."

Voluntary national service is a way for young people to develop a sense of commitment to their country and, at the same time, receive assistance toward a good education. With the National Service Act, they will be getting something for something.

Mr. MARTINEZ. Mr. McCurdy, we are going to hold the questions until after we hear from Mr. Panetta.

I would say, though, in a short statement, Mr. Lippmann summarized the bill in that one paragraph.

Mr. Panetta.

Mr. PANETTA. Thank you very much, Mr. Chairman. I apologize for being late. I was in a meeting with the Speaker.

First of all, I would like my statement to be made a part of the record, and I will just try to summarize its key points, if I might.

Mr. MARTINEZ. I should say that all the written testimony submitted will be entered in the record in their entirety, without any objections, and you can summarize.

Mr. PANETTA. Thank you very much.

STATEMENT OF HON. LEON PANETTA, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. PANETTA. Mr. Chairman, first of all, my particular thanks to you and the members of this subcommittee for holding this hearing on National Youth Service.

I am also pleased that my colleagues, is Dave McCurdy, Bob Torricelli and Gerry Sikorski, who have all been very interested in this issue, have this opportunity to present our concerns to you at this hearing.

And also my thanks to the numerous individuals and organizations who have enthusiastically supported the effort to develop a National Youth Service. You will be hearing from some of them today.

I think, very briefly, youth service in this country is a concept whose time has come.

We all know that our youth represent our most precious national resource for the future, and I think all of us share some concerns about what is happening with regard to our youth at the present time in our society.

I think there are some disturbing trends that all of us are aware of. We know, for example, that we are looking at a large number of jobless youth in our society. They represent about 39 percent of all unemployed, about 3.1 million jobless youth in our society today.

The total national unemployment is about 7 percent. Teen unemployment, as many of you know, is at 14 percent for whites, and then when you look at the black population, it is 38 percent, and for Hispanics, as high as 26 percent.

So, there is no question that the whole area of unemployment, particularly among teens in our society, is of growing concern to all of us.

Secondly, as a result of tightening on pursestrings at the national level over the last few years, we also are aware of the fact that a lot of these responsibilities have been shifted to the State and local level so they are assuming a lot more responsibility for services that are needed in serving the populations of this country.

Vital community services need to be delivered, and yet are suffering as a consequence, obviously, of the constrictions that we face at the Federal level. This is a reality. I think it is something that we all recognize, and yet those services need to be met.

And lastly, I think there is just a kind of general concern about the lack of creativity and civic responsibility, particularly among students and those in college, that I think should concern us all. Rather than turning those energies toward helping in the public sector, there seems to be an inward nature developing in our society with regard to how these students, values and the careers they pursue.

And so for all of those reasons, I think we recognize the need to move toward some kind of national service system.

I think the opportunity is there. It is estimated by those that have looked at this issue—particularly Richard Danzig and Peter Szanton in their book on National Service—that some 3.5 million positions could be filled by youth service workers and help fill the gaps.

These jobs include about a million in education, 700,000 in the health field, nearly 1.5 million in child care, about 165,000 in conservation and environment, 250,000 opportunities in criminal justice and public safety, not to mention teachers' aides, individual tutors, home health care, hospital aides, fish and wildlife conservation workers, and a whole host of other areas that provide these opportunities.

Let me also mention, Mr. Chairman, without denigrating job training programs that we now support in this country—they range somewhere, I think, in the vicinity of $5-$6 billion that we now spend on job training—but to put a young person into a job such as we envision here, in my book, means a great deal more than just providing training and then putting them out there where there is no job.

And I speak from personal experience. My son—one of my sons—who is very interested in the medical area went to school, and yet what impressed him most about getting into the medical area was the fact that he worked in an emergency ward in a community hospital as part of this kind of service. And that inspired him more than anything else to move toward the medical field.

And I have seen that happen in my other son—who is in the Peace Corps right now in Africa, working in water conservation—inspired by the kind of service that we provided him, fortunately, in the Peace Corps to get involved in that area.

So, on a personal basis, I have seen this, and I think that this kind of effort, for all we spend on the job training efforts, can prove much more worthwhile in terms of inspiring young people to go into useful professions in our society.

There are literally millions of young volunteers that I think are searching for a greater sense of purpose and spirit in terms of this kind of service system.

The purpose of the bill that you are focusing on here today tries to acknowledge that even within our society today, there are a number of these programs going on. We have some 27 year-round State and local service and conservation corps programs that are in existence, a total of 41 that are now in operation involving some 10,000 young people across the country.

It is happening right now in different States—California, Wisconsin, Washington. Other States across this country are now involved

in this kind of youth service effort, they are successful, and they are working well.

At a conference held on National Youth Service, the publisher of the National Journal made what I think is a very good point:

> Our national security is also defined by the skill, the grit, and the vision of our young people. I call them the real reservoir of national security. If they can be engaged across this land in attacking our core problems, from the environment to education to social services, then I am convinced that we can have a materially strengthened, commonly held United States of America—that is, if as a nation and if as a people we care enough to do it.

Because there are these kinds of operations going on, the purpose of H.R. 460, the bill that you are focusing on, is to try to give that kind of incentive by providing matching grants to State and local governments for the operation of these youth service programs.

The purpose of the bill is to target programs that look at unmet human, social and environmental needs. The youth would be between the ages of 17 and 24, and the period of service could range between six months and two years.

But let me also stress that these are programs that would be developed at the State and local level, by States, by communities, to meet the particular needs within their societies, not mandated by the Federal Government.

What we basically do is to provide a match to those communities that want to develop this kind of program, because these programs do vary based on the communities and States that have enacted them. They would receive a living stipend, somewhere between 50 to 110 percent of the Federal minimum wage.

There are also additional post-service benefits that we have seen in many programs, such as future educational assistance, employment vouchers, that have all worked very well, and that I think ought to be again encouraged within our society.

So that is the purpose of this bill. It is basically aimed at the Federal Government, encouraging what is already happening out there at the State and local level, to say this is the kind of direction we want you to move in.

Admittedly, it is incremental. I know that there are some who would like to move all the way toward an immediate national service system, and yet my feeling is that H.R. 460 gives us the opportunity to move in an incremental way in that direction.

I think the call to service is obviously something that cannot be taken lightly within our society. We need to try to resurrect that sense of duty, that sense of responsibility, among young people in this country. This is the way to do it.

Another comment from the National Youth Service Conference that was held in San Francisco:

> This conference is just the beginning, a recognition of the spirit that youth service can generate, but it doesn't end here. We need the help of administrators and legislators to channel this spirit and turn our ideas into functioning programs. We challenge you to act on our proposals and use the strength and integrity of young people, use this spirit of youth service to draw our nation together and do something.

To conclude, what I am here to do today is to ask you to look very seriously at H.R. 460 and to do something about beginning a National Youth Service Program.

[Prepared statement of Hon. Leon Panetta follows:]

Prepared Statement of Hon. Leon E. Panetta, a Representative in Congress From the State of California

Mr. Chairman, I would like to thank you and the Members of the Subcommittee on Human Resources for agreeing to hold this hearing on national youth service. I am pleased that my colleagues who have expressed a strong interest in youth service, and with whom I have had the pleasure to testify in the past, are present today. In addition, I would also like to express my appreciation to the numerous individuals and organizations which are so enthusiastically offering their support of a voluntary national youth service initiative through their testimonies and written statements. In particular, I am pleased that Dr. Frank Newman, president of the Education Association of the States and a national expert on education, is able to present testimony today.

Youth service is certainly a concept whose time has come. All across the nation, service and conservation corps, some newly initiated and some already fairly well-established, are meeting with unprecedented success. The excitement these programs have generated is fast-spreading, as more and more localities join in these efforts each year. The spirit and idealism that characterizes these corps is equally contagious. I believe it is high time that we at the federal level catch the fever as well.

I firmly believe that America's youth are the most precious natural resource we possess. Yet all around us the strong bodies and able minds of millions of young people are dulled by an economy that often denies them the right to take a productive and respectable place in society. Consequently, scores of young people have turned to drugs, alcohol, crime and countless other vices to occupy long hours of idleness. Moreover, even those young people who are gainfully employed are turning increasingly inward, more concerned with making and spending money for personal gain than with the condition of their fellow person. A recent article in the New York Times reported that this is true among a wide range of high school graduates, who are very openly materialistic and more concerned with getting rich than with anything else. We as a society are partly to blame for this shameful lack of social responsibility and distorted sense of values; and we as a society can do something about it.

I have noted three disturbing trends which, in my mind, are relevant to the concerns mentioned above. First, the more than 3.1 million jobless youth comprise almost 39% of all unemployed. While total national unemployment hovers at approximately 7%, teen joblessness stands at 14% for whites, and the situation is even bleaker for for minority youth. The unemployment rate among black teenagers is 38% percent, and among Hispanics it is almost as high, at 26%. While

there are some indications that the employment picture for youth is improving, there is still a long way to go, and many of the newly-created jobs are low-paying, low-potential service sector tasks.

Secondly, the recent tightening of federal purse strings has shifted the burden for social programs to states and localities, which simply do not have the resources to compensate for lost funding. The private sector, which was to step in and fill the gap, has been unable to cover all the bases. Consequently, vital community services have been drastically cut back. The unmet human needs that youth service programs are a major focus of this hearing and my youth service bill, and I will expand on this topic shortly.

Finally, the Carnegie Foundation for the Advancement of Teaching released a report a few years ago on the state of higher education. Their findings indicated a disturbing lack of creativity and civic responsibility among college students that is consistent with what the New York Times found among high school graduates. The pressure of repaying massive student loans is forcing graduates to pursue careers in which they will be guaranteed high salaries. Jobs in public service are routinely bypassed for more lucrative private sector positions. In response, the report recommended that we promote the ideals of citizenship by linking financial aid to the performance of community service. "The most critical demand is to restore to higher education its original purpose of preparing graduates for a life of involved and committed citizenship. ... A critical task of national policy is to provide the incentives, the encouragement, and the appropriate social pressure to bring about the needed change," asserted the Foundation.

I raise these concerns today because I believe that a national youth service program would have a direct impact on all these issues. Such a program would not only be an innovative means of restoring lost social services to our communities, but would provide youth with a constructive alternative to unemployment that would also serve as a powerful lesson in citizenship. It is my firm belief that if we can demonstrate to our young people that society desperately needs and values their services, we can go a long way towards relieving the problems outlined above.

There is very clearly a large number of pressing unmet human and societal needs that could be met by a national youth service program. Richard Danzig and Peter Szanton, in their recent book, National Service: What Would It Mean?, did a fairly careful estimate and came up with 3.5 million positions that could be filled by youth service workers each year and help fill the gaps. These jobs included over 1 million in education, over 700,000 in the health field, nearly 1.5 million in child care, 165,000 in conservation and the environment, and 250,000 in criminal justice and public safety. Among the many specific tasks to be performed in all these areas include work as teacher's aides, individual tutors, home health and hospital aides, fish and wildlife conservation workers, police support staff, and victim assistance workers.

In addition to meeting many pressing needs, we will, by offering an opportunity to perform public service, meet the needs of many youth for a useful role in society and meaningful transition to adulthood. Millions of young volunteers have already discovered a greater sense of purpose and a renewed spirit of brotherhood through participation in community service projects. The value of such projects is evident to many young people. In addition, while I previously pointed out that many youth seem overly materialistic, there is also a strong current of support among youth for service programs. Diane Hedin of the Center for Youth Development and Research, whom we shall have the privilege of hearing later, found recently that approximately 75% of Minnesota high school students would support a statewide voluntary youth service program, and that about 50% would actually participate.

Unlike other proposed remedies to the youth unemployment problem, and the challenge of channeling youthful energies in constructive directions, youth service programs put young adults to work, but on terms that are a source of great pride, meaning, and respect. Clearly, these volunteer employees are in it for much more than the money.

As is the case with most volunteer programs, participants will gain just as much if not more than the recipients of the services. The youth will have the opportunity to gain practical work experience that may be the deciding factor in obtaining future employment. In many instances they will be provided with post-service financial aid that will allow them to pursue their education freely, uninhibited by the specter of enormous debts to be repaid upon graduation. Yet even more importantly, they will gain the personal satisfaction derived from the dedication of one's time and energy for the benefit of others. Tough personal demands will be placed upon the volunteers to dedicate themselves to hard work and selfless giving. Those who meet this challenge can not help but profit from this success in all other facets of their personal, academic, and professional lives.

As I stated at the outset, locally initiated youth service programs have sprung up all over the country. At last count, there were 27 year-round state and local service and conservation corps and, including summer programs, a total of 41 in operation involving over 10,000 young people across the nation. This number is rapidly growing. Although the scope and form varies considerably from one program to another, they share a common dedication to the ideals of renewed activism, social responsibility and youth potential. Neal Pierce, publisher of the National Journal, eloquently expressed the potential of youth service programs when he said at the 3rd National Youth and Service Corps Conference this spring:

"Our national security is also defined by the skill, the grit, and the vision of our young people ... I call them the real reservoir of national security. If they can be engaged across this land in attacking our core problems, from the environment to education to social services, then I am convinced that we can have a materially strengthened, commonly held United States of America - that is, if as

a nation and if as a people we care enough to do it."

As you know, we shall later have the opportunity to hear the first-hand account of one such volunteer, from Washington State, Lesli Boyd. She will no doubt expand on activities there when she speaks, but I wish to point out here that since 1983, 1400 volunteers have worked 1 million hours in community service projects of the Washington Service Corps. I have long had an interest in home and community-based care for the elderly, and among the many important tasks performed by the workers have been chore services for the elderly homebound. This has helped save Washington millions of dollars per year by helping keep many elderly stay in their communities and out of nursing homes.

I have sponsored H.R. 460, the Voluntary National Youth Service Act, because I believe that the federal government should encourage the growth of such state and local initiatives, and the many good works they perform. This bill would begin such an incremental process by providing matching grants to state and local governments for the operation of youth service programs. The formulation of the specifics of the programs would be left up to the localities, as they can best determine community needs of the type discussed above. The only guideline stipulated in the legislation is that the services fulfill such unmet human, social or environmental needs in the community, that the youth be between the ages of 17 and 24 years of age, and that the period of service be between six months and two years.

Participants would receive a living stipend (including housing, food and other in-kind assistance) of between 50 and 110 percent of federal minimum wage. On top of this basic assistance, some localities may want to offer additional post-service benefits such as future educational assistance, or employment vouchers which can be redeemed with future employers to share the cost of an initial salary period. The total compensation from all these factors would be no less than 80 and no more than 160 percent of minimum wage.

Special efforts would be made to encourage enrollment by economically disadvantaged youth. Furthermore, the families of such youth would not be required to declare the earnings and benefits from youth service programs when determining their eligibility for any federal assistance programs. Precautions have been taken to ensure that the newfound employment would not be at the expense of existing workers. Therefore, the bill specifically stipulates that any permanent employee shall not be displaced from his or her job by any youth volunteer. Any participant who has not completed high school and who has been out of school for more than three months would be required to enroll in an educational component working towards a degree. Therefore, H.R. 460, while making this provision for the need to complete one's basic education, would not exclude those who have not yet done so.

Volunteer opportunities could include service in non-profit social service organizations, day care centers, nursing homes, libraries, recreational facilities, law enforcement agencies, literacy training centers, public works organizations, energy conservation programs or

any other organization meeting human, social or environmental needs. The only restrictions placed on the type of work performed are that it not be in a for-profit business, a labor union, a partisan political organization, a domestic or personal service company or a religious organization involving explicitly religious functions.

This bill would lend needed support to existing programs to expand their scope, while encouraging other localities to launch new programs. The focus would be at the local level, yet a national program would supply the coherence. This type of incremental approach, preserving and encouraging local autonomy and diversity, is the type favored by many youth service organizations as the beginning of a national program.

The call to service is not issued lightly. In the long run, it is the entire nation which stands to gain the most from a more outward-looking citizenry. A voluntary national youth service program would offer young adults a renewed opportunity to earn a sense of pride and self-respect, and fulfill many pressing national needs. Two youth service workers, speaking at the 2nd National Youth Conservation and Service Corps Conference in San Francisco in March, 1986, laid out the opportunity and challenge very well when they said:

"This conference is just the beginning, a recognition of the spirit that youth service can generate, but it doesn't end here. We need the help of administrators and legislators to channel this spirit and turn our ideas into functioning programs. We challenge you to act on our proposals and use the strength and integrity of young people, use this spirit of youth service to draw our nation together and do something."

The stakes are high and the challenge, tough. Yet the efforts will pay off long after the bridges are repaired or the child is comforted. A citizenry confident in its abilities, aware of its responsibilities, and compassionate towards its fellow man is the cornerstone of a healthy and prosperous society.

Mr. MARTINEZ. Thank you, Mr. Panetta.

We have two other Members joining us. I see Congressman Sikorski in the back there. But what I am going to do is to break this into two panels, since you were both here so much earlier, and let Mr. Sikorski then testify afterward. Then we can get on to questioning and allow you to go on your way.

Let me first say that all of the bills, as we have looked at them, have some tremendous ideas. I think that they are ideas that——

Mr. SIKORSKI [from the audience]. Why don't I join the panel and put my statement in the record?

Mr. MARTINEZ. All right.

STATEMENT OF HON. GERRY SIKORSKI, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MINNESOTA

Mr. SIKORSKI. Mr. Chairman, I appreciate your letting me join the panel and placing my statement in the record. It's wonderful rhetoric. [Laughter.]

[Prepared statement of Hon. Gerry Sikorski follows:]

PREPARED STATEMENT OF HON. GERRY SIKORSKI, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MINNESOTA

America is a country built on the hard work, the sweat and the tears of those who lived and fled here. Pioneers of another time. Refugees and outcasts, royalty and rogues. They saw America for the community it was, where hard work and caring were essential values. They understood service to nation.

"National Service" is a phrase that has many definitions, but one common goal. National character, youth citizenship.

In 1947, the President's Advisory Commission on Universal Training stated that the task in leading a new generation is to find "the best way for a modern democratic society to produce certain very concrete things which are necessary to its own preservation." Questions about the scope, the format and the cost of national service still remain, but there is little doubt that national service is part of America's chance to produce a secure, productive, and ethical future.

National service can turn America's youth away from the corruption seen in the White House basement, in a Washington town house, on Wall Street, and on a T.V. pulpit. It can give them the opportunity to become involved in their communities, soar to new heights, and develop a collective spirit of patriotism that comes from working for the common good. Putting back.

National Service can mean thousands of illiterate people learning to read. It can mean better care for the elderly and the disabled. It can mean child care for the working poor, safety for latch-key kids and a head start for the next generation of Americans.

It can mean improvements to our inner cities, our parks and forests, lakes and farmland. National service can mean a chance for career exploration, an important avenue for skills training, and jobs for our nation's unemployed youth.

National service is one way that our nation can harness the skills, the dedication, and the energy of America's youth. National service can meet the huge and growing unmet needs of our people.

In a time of severe budget constraints, national service can be a cost-effective method of getting America's work done --and done well.

What it comes down to is taking down the blockades, so that our young people can take these responsibilities upon themselves -- with a little encouragement from us.

I have introduced two bills to remove a couple blockades and

celebrate the spirit of American youth. H.R. 2157 and H.R. 2156 represent a concrete step in promoting volunteerism by America's college graduates. I have worked closely with Senator Dale Bumpers, the sponsor of this legislation in the Senate. Sen. Bumpers and I share the desire to promote charitable and community service on the part of young people. We know that public service, whether in the Government or the community, is of real interest to our young people today -- but society has built major economic impediments against youth service. Today more than 50 percent of our college and university students have taken out loans to finance their education. The average loan accumulation is between $4,900 and $6,100 for a student graduating from a four year institution. More American students taking a greater and greater loan burden on themselves to complete college. Young people haven't changed as much as economic conditions. These bills alleviate some of the economic pressures and foster a new patriotism.

The first bill simply presses the Department of Education to promote utilization of an existing provision of the Higher Education Act. This Act permits graduates to defer repayment of any loan obligations while they are serving as a full-time employee at a minimum pay level with a non-profit charitable organization. Service with a non-profit organization already is included among the grounds for deferring repayment of student loans, but very few graduates utilize the provision and few nonprofit organizations utilize this provision for recruiting employees.

In fact, although there is $475,331 out in college loans in my state of Minnesota, $353,231 out in the State of Wisconsin, and $526,849 out in loans each year in the State of Iowa, the U.S. Department of Education reports that of those states Minnesota ranks first in the number of students who are currently taking advantage of these specific loan deferment programs. And that "great" amount is a mere 176 recent graduates. Because this bill would simply promote an existing program, no new authorization or appropriation is necessary.

According to U.S. Department of Education statistics, more than 125,000 of Minnesota's college students are eligible to receive college loan deferments under this law. Multiply that by 50 states and the magnitude of such an equation is tremendous. It could mean housing for thousands of our nation's homeless. It could mean alcohol and drug rehabilitation for a multitude of Americans whose habits make them unemployable. It could mean a head start for the working poor, a cleaner nation and a more productive generation of Americans.

The role of Congress must be to offer incentives. My second bill will increase the incentives. This bill will partially forgive repayment of the loan obligations of a recent graduate who serves full time, is paid at a level comparable to that of the Peace Corps or VISTA -- minimum wage -- and works at a

nonprofit organization involved in service comparable to that performed by the Peace Corps and VISTA. The Higher Education Act of 1986 provides for partial loan forgiveness for Peace Corps and VISTA volunteers and H.R. 2156 would extend this same principle to volunteers with nonprofitable charitable organizations. This would require additional appropriations, but the new program only applies to students now entering college and, therefore, could have no budget impact until they graduate.

The cost of the Current Loan Deferment program is astonishingly low. The Department of Education estimates that it costs $80 per year per $1,000 in loans in deferment status. Thus, to permit graduates to defer repayment of these loans for one year while they serve with a nonprofit charitable organization costs the government between $392 and $488 per person per year.

Medical students, law students, Ph.D. students tend to accumulate more loans during school and, using the same rule of thumb, it costs the Government between $792 and $1960 to defer repayment of their loans during one year of public service.

I cannot imagine a better investment on the part of our Government than to encourage a medical school graduate to spend a year providing health service to the poor, especially when the Government's investment is only $1,960 for that year of service. At a time of severe budget pressures, this is an unbelievable bargain.

Supplementing deferment with partial loan forgiveness provides some financial assistance to America's graduates. The loan forgiveness provision adopted last year for the Peace Corps and VISTA volunteers cancels 15 % of their loan obligation for each of first and second year of service and 20% for each of the third and fourth year of service and my bill would apply this formula to service with nonprofit charitable organizations.

According to the Department of Education, approximately 1000 people are taking advantage of the loan-deferment program that was designed for specified work in non-profit organizations. Thus, taking into account the average dept accumulation of recent college graduates, Department of Education estimates show that if H.R. 2156 (partial loan cancelation) were in effect this year, it would cost the government between $735,000 and $915,000.

With respect to both proposals, the student now qualifies for the deferred repayment and would qualify under my bill for the partial loan forgiveness if 1) he or she worked full time, 2) was paid at a level comparable to that of the Peace Corps or Vista volunteer -- minimum wage -- and 3) the nonprofit organization was involved in service comparable to that performed by the Peace Corps and VISTA.

It's in the Government's financial as well as policy

interest to encourage those willing to serve their community. Huge budget deficits have put chains around our ability to expand programs to meet the needs of our society. Yet these valid needs are growing at an even faster pace than our deficit. The government cannot ignore the implications of these unmet needs. We need more people willing to devote a portion of their lives to public service.

But today's college students are forced to respond not to national economic and societal needs, but to growing pressures on the middle class and the new "Dress and Do Anything For Success" mentality of the last few years.

A recent poll of college freshmen conducted by the American Council on Higher Education at 345 schools found that "getting a better job" was the single most important reason for the students in deciding to go to college. With income, productivity and savings stagnating, and the American dream becoming harder and harder to achieve, this is both understandable and deplorable.

Great fault can be found with those who encourage this "get yours" attitude. For the 1980s, cheap individualism has been the full throated cry of our society: "Grab all the gusto you can." "You can have it all."

In the America of the '80's, the bottom line has been wealth and personal gain. The question of whether you are better off today is legitimate and important, but it is not the only question that people should ask. It is also important to know whether America and our community are better off -- both economically and spiritually.

The purpose of public service is not to enhance your prospects for reaping financial rewards when you return to the private sector. But, rather, it's important for every American to give back a little to the country that nurtured us.

My two bills may be modest but they are directed at a real barrier to qualified students engaging in public and community service upon graduation. If we really want our youth to provide some service to the community, the least the government can do is get out of the way and permit the student to defer repayment of his or her college loans.

Let me emphasize that H.R. 2157 and H.R. 2156 have nothing to do with the debate over the military draft or any mandatory national service requirement. These bills will not penalize anyone for not serving his or her community upon graduation. Rather, they recognize that one of the great virtues of this country is the volunteer spirit of the private citizen and the huge reservoir of talent among America's youth.

H.R. 2157 and H.R.2156 are mere components of what is needed for a complete national service program. As much as national service is needed today, it is impossible to thrust

ourselves into a full-scale program until we have seen tried many models, and studied our options fully. Yet neither can we sit on our hands and watch idly while vital needs continue to go unmet, and the patriotism of an entire generation of Americans is lost.

We are American pioneers voyaging into the next century, venturing forth to reclaim the American dream. Service to country and community is part of that dream.

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Mr. MARTINEZ. Well, we really enjoyed the American Conservation Corps hearing, so we are sure it is not just rhetoric. It comes from your heart, I know.

But that would be fine, then. Then we could question all three.

Let me start out by saying that the bills that we have looked at are interesting, and are, in terms of what Congress is doing currently, anomalous bills. Somehow there is a way to put all of these bills together and then work to pass them.

You know, we have to convince a majority of 435 people that these ideas are worthwhile, their time has come, and that we can afford them. And in that regard, let me ask you, Dave, in your bill it seems that some of the monies you would bring to this bill come from money that is now funding programs in education.

In that regard, what one community that supports the funding as it is now? How do we overcome their objections and fears?

Mr. MCCURDY. Well, Mr. Chairman, you have raised a point. There is always going to be a natural resistance there. I believe Senator Pell probably would have some reservation about the elimination of the Pell grants, but I think the fact of the matter is that, if we are truly interested in providing educational assistance, especially in the realm of declining resources, we are going to have to rethink this whole issue.

And what I think we have done—and I think Gerry, Leon, and I, and I know Bob has, too, because he has cosponsored my bill—I think we could package all this together, because I go a little bit further, because I try to address some military needs, which are very real and out there.

At the same time, I embrace the concept that Mr. Panetta has offered. I would love to see a high school youth service program, and I would like to see it developed at the State and local level.

The question is: Where are you going to get the money to do it? How much money is it going to take?

What I have proposed is, to pool the money. We spend $10 billion a year on student assistance, Federal assistance, and we spend a huge sum on the military. Now, why not combine those and work—and mine actually has a cost limitation; we say, you cannot exceed a certain ceiling. But, at the same time, we changed the basic criteria for how a person will qualify, rather than just based on need, which is still a criteria, or based on sheer ability. We say service is the criteria. That is something that is uniform. Everyone should provide some type of service.

We believe—and my bill, again, is broad enough, because the administration has to come up with regulations and proper formulas—but I think it is time that we take the bold approach and rethink the whole issue of how we provide assistance for our young people for education.

I went to college on student loans. My wife went to medical school on student loans. Most of us have gotten here because of public education and are huge supporters of it.

At the same time, I think we ought to rethink how we repay that obligation.

Mr. MARTINEZ. I cannot argue with you on that. When you look around the Floor, and you look at the number of people that are here in Congress because of the education they got basically from

student loans and grants, you realize that those are worthwhile programs, and we need to make sure that we do not hurt them.

Mr. McCURDY. Yes; a mighty fine line. I went to college on an ROTC scholarship. I think a number of people have done it. The problem is that in our society—and when you look at the Congress, too—in all honesty, there are fewer and fewer Members who have any military service whatsoever, or any type of national service whatsoever, and, thank God, we are able to do that because we are at peace and we are not in a time of war, and I would like to see that continue, but, at the same time, I think it is important that people have that exposure.

We are the only major industrialized nation—and certainly the only one in NATO—that does not have some type of mandatory program, either military or civilian, and most of those require that—even in the civilian—they do like four weeks of a kind of boot camp; basic training in some type of military orientation, and then they go off and do their different kinds of service.

But I think it is folly for us to think that we can continue to compete with the private sector, paying private first class enlistees $15,000-plus a year—plus educational benefits after that. We cannot even pay our teachers that.

Mr. MARTINEZ. I hate to tell you how long ago I was in the service, but if I tell you that my monthly pay when I first went in as a private in boot camp—was $76 a month.

Mr. McCURDY. Times have changed, Mr. Chairman. [Laughter.]

Mr. MARTINEZ. If I thought about it—$15,000—maybe I ought to try to re-enlist. [Laughter.]

Leon, the big question following that is the cost of these programs. We have seen the success of yours when we visited New York and listened to the testimony of the people administering the program, and I listened to the young people who are corps members, I mean, you could tell that they were deriving great benefits from it. And one of the factors in the development of any young person in this country is education and service to fellow human beings. They are an important factor in their development, but what about the cost? How do you answer? Because there will be those people who say, hey, this is strictly a cost outlay—sometimes they will even say for make-work jobs.

Mr. PANETTA. Two things on that, Mr. Chairman.

First of all, again, this is in the form of matching grants, so that we are requiring both State and local governments to come up with their share, because obviously we are hoping the programs will be designed by the State and local governments to meet their particular needs.

So, first of all, it is on a matching basis, and it is not just something we, ourselves, are going to assume.

Second, on the specific cost of the program, it varies because obviously the compensation and benefits would range from 80 to 160 percent of minimum wage. But, according to CBO, I can give you the low range and the upper range. The low range, if you assume 80 percent of minimum wage, would be $10 million in the first year. That would be 1988. And then going up to 1991, somewhere in the vicinity of $71 million.

In the mid-range, which would be 120 percent of minimum wage, the cost would be about $19 million in 1988, and then go up to about $159 million.

In the upper range, if you went to a full 160 percent of the minimum wage, that would be about $23 million in the first year.

Again, I think if you look at the overall programs in the job training area in other sectors, I think this represents, in terms of an investment, a very small investment that I think would be aimed at programs that are working, just as we experienced in New York City.

These kids are out there working for senior citizens, working in hospitals, working in schools, and these kids were turned on by the experience of doing it, and I have got to tell you that, as someone who is responsible for the food stamp program in the Committee on Agriculture, we have been looking at job training programs.

As a matter of fact, we are looking at welfare reform now in the whole area of job training, and I wonder why we are breaking our neck trying to deal with that, when we ought to be trying to target at kids and try to prevent them from even getting on the welfare system at all.

I think this is a way to help do that, because I think our grabbing kids at a time when they could either be locked into a generation of being on some form of welfare, or breaking them out and giving them some opportunity within our society, I think that this represents, as far as my experience in dealing with both welfare programs, food stamp programs, as well as job training programs, this represents a better investment for a very small price tag.

Mr. MARTINEZ. Thank you, Mr. Panetta.

Mr. Sikorski, the legislation you have introduced would amend the Higher Education Act to provide for youth service. How would cost work in yours?

Mr. SIKORSKI. We do just two things: One is, in H.R. 2157, with Senator Bumpers in the Senate encouraging the Department of Education just to publicize the existing, ongoing program that is in the Higher Education Act of 1986 that allows students to defer their—guarantee their—direct student loan while they are doing full-time work for minimum wage in nonprofit, charitable organizations: Peace Corps, VISTA, or these other organizations.

That program is online now, but very few are taking advantage of it because, due in large part, they do not know about it, and we want them to publicize it.

The other program: the cost there to defer a student loan is about $80 per $1,000 of loan, and I think the numbers in the statement are that something less than a million dollars for this year, if everyone that was doing that work would qualify.

The second, and more extensive, and more expensive, provision is one that would allow the same kind of treatment for students in nonprofit charitable organizations working full-time, doing the equivalent work of VISTA or Peace Corps, with the equivalent of minimum wage Peace Corps and VISTA, they would get the same kind of treatment of cancellation of their loans: 15 percent the first year and the second year, each; and 20 percent the third and fourth year, each. That cost would differ, depending on how extensive the program is utilized. There is no cost the first year or the

second year, because you are talking about kids signing up as they begin their college years.

These bills are not incompatible with what other things that have been talked about. They are one component. The idea here is not so much teaching young people who are unskilled and need employment and training. It is getting people with college graduation behind them—with some skills—before they get into the career ladder to employ those resources for their country, for their community, for a few years.

All we are trying to do is to remove some of the economic roadblocks there. First, we defer. That program is on line. We just need to publicize it, to defer payment on their loans while they are doing their service, and, second, go beyond that, and treat them like we treat Peace Corps and VISTA people.

The numbers in Wisconsin and Iowa are in my statement of young people. We tend in Minnesota to produce a lot of young people who need their student loans and also go on to Peace Corps and VISTA later on. So, we have some attractive numbers there.

Mr. MARTINEZ. Thank you, Mr. Sikorski.

Mr. Gunderson.

Mr. GUNDERSON. Thank you, Mr. Chairman.

It is a privilege to have all three of you before our committee.

As I read your legislation, none of them are mandatory, are they?

Mr. MCCURDY. No.

Mr. GUNDERSON. They are all voluntary?

Mr. MCCURDY. All voluntary. Mr. Torricelli is the only one who, I think, has embraced a mandatory——

Mr. GUNDERSON. Do you think we run the risk of being a bit discriminatory by requiring that in order to be eligible for student financial aid or other services, in a bill like yours Dave, those in need of such assistance would have to pursue either the military or public service before you can go to school, whereas the student who has the financial resources can just go on to school and begin their career, you know, one to two years earlier?

Do you see that as a potential problem?

Mr. MCCURDY. Well, it is one that is raised. A number of people have raised that critique, and I think there is some merit out there. Quite frankly, though, Mr. Gunderson, even when we had a draft, we had those that, in some way or another, got around it, and even during the war.

I think that what you have to do—and therefore I think we ought to have a broad system and start incorporating it even at the high school level—is instill a sense of service and duty.

At the same time, I have had a number of Members who, quite frankly, have surprised me by their co-signing and endorsing my bill, some who can quite easily afford to send their children to the best colleges in this country, who have come to me and said, quite frankly, Dave, your bill is great because I want to get them out of the house. They have no earthly idea what they want to do, where they want to go; they have no sense of direction.

And what this does, it provides a kind of a break in there from high school to college, and there might be a way you could defer if someone is totally gung-ho and has a sense of commitment, knows

exactly where he wants to go, to have duty afterwards, like we do for medical school students.

So, I think the way to do that is to instill a sense of duty. A number of major universities, those that are considered rather exclusive, I think, eventually, when they see this program work, will perhaps require a year or two of some type of service before admission. Whether it is, you know, Stanford or some university like that, there is some talk. A number of presidents of major exclusive universities are now talking about programs.

I think that is something that has to be approached.

I probably could go farther than some and have a mandatory program, but when you start talking about mandatory, you start talking about draft, and people stop thinking.

I mean, they close their ears, and they block it out totally, and they will never hear another word you say.

So, that is why I think it is important that we look at a voluntary program, and I think it could be inclusive. I think you can include a program such as Leon's, or Gerry's, and mine, at the same time and cover the whole spectrum.

Mr. GUNDERSON. I have heard more than one Chairman of the Joint Chiefs of Staff plead with this Congress not to return to the military draft because they have said it is the most inefficient use of our military resources to train young people for one or two years and then lose them; that what we need are people coming into the military today who are committed for a longer term because we have a high-tech military.

How do you respond to that?

Mr. MCCURDY. I think it is a bunch of bunk.

Mr. GUNDERSON. Will you repeat that?

Mr. MCCURDY. I said bunk.

Mr. PANETTA. He said something stronger.

Mr. GUNDERSON. I want to see how she spells that. [Laughter.]

Mr. MCCURDY. As I indicated earlier, the Air Force is underfunded—their personnel—by $340 million. The Navy bought two new carriers, but they have no earthly idea how they are going to staff them.

We see it time and time again. The argument goes that you provide the incentives. We are losing pilots faster than any other area or service, and we spend, half a million dollars apiece to train those people, and we have them four years, and Pan Am and everybody else is jerking them out so fast because of economic competition.

You cannot do that. Let me state this, also. I don't think we are going to save a lot of money in the military by doing this, but I think that what you will find is that over time, you will have a much broader range of people coming into the military.

We also provide a second track. If a person comes in and he wants to be, a high-tech sergeant, or whatever, he can go into a career-oriented path, he can get all the skills, and he will get all of the incentives. That is a separate track.

This is a person that, is going to go do his two years and find out what it is all about; then he gets basic training, and we don't make the investment in him that we do. He will learn five or six different skills; he can fire his M-16 probably, and he can do some close-

order drill. Listen, I even fired the M-1 tank. It does not take a helluva lot of skill to hit the target these days, and I can even hit it, so there are a lot of things that could be provided.

They do not want to change a good thing. But they are also getting a third of the Federal budget, and at some point there is a tremendous mismatch between investment accounts and personnel. And I can assure you, when it comes down to the crunch, they are going to continue to opt for the investment account, and, when they do that, we are going to have to find another way to provide the personnel.

Mr. PANETTA. If I could just comment on that, Steve.

Mr. GUNDERSON. Yes, but I would like for you to expand when you do comment above and beyond that, because the old gavel is off in five minutes, I want to get my next question in before the gavel. He will not cut you guys off.

I would like you, in particular, to also expand on the question of how is your legislation different than an expanded summer youth or disadvantaged youth program under our existing job training programs. I do not really see the difference between what we have there and what you are asking for in your legislation, so I would like you to answer both of those comments.

Mr. PANETTA. Okay. Just on the first issue, you know, you never want to get into a discussion of mandatory draft, because everybody has got some built-in philosophical reactions to that, but I came from that era and served in the military for two years, and saw others, both at the college level as well as high school, that served as well.

And I think that the aspect that we just have to, we have got to, understand is that having young people commit themselves to service in this country in some way is essential to our society. That is what I am after.

Sure, you can probably have a professional military corps that are people that are in there for the duration, but we are missing something. And what we are missing is that cross-section of society that says, I am committed to doing some service to my country. I mean, that is something you cannot buy: the ability of young people to have that experience to give in some way, to then go on and raise their families, because they know they have made an investment in some small way in the society that they are a part of.

That is what is behind these bills. I mean, that is really what is at the heart and soul of what we are trying to do here, is to create that kind of inspiration. And it has to be done. We are losing something by not having young people in some way perform that kind of duty in our society.

That is what we have stayed away from the draft angle and the mandatory angle, because of reactions to that, but that is what we are trying to do is to inspire that kind of service on a voluntary basis with some incentives.

As to the question of how it differs from the programs that are now in place of summer programs, what we are finding is that there is a mix of programs that are out there. New York City has a voluntary youth program that extends throughout the year. It is an outstanding program, and they have volunteers. We did a hearing up there, and these kids were really turned on—turned on not

only by working in senior citizens' homes, in nutrition centers, but just turned on by the fact that they knew after they got out, they had some assistance to go on to higher education.

It was a real inspiration to listen to these kids say that.

We also have conservation corps. In your State you have got a conservation corps operation.

These programs are all very different, and my point was: I do not care what they look like. I do not care how they have been developed at the State and local level. What I care about is the Federal Government saying to the State and local governments, if you develop some kind of program along these lines, we are going to help you and provide some match.

So, it is obviously a broader concept than what is contained in the summer youth program. I think it is an expansion of that. What I am looking for is some kind of expansion so that we can provide an incentive, whether it is conservation, whether it is health care, whether it is education—whatever the area is—to try to provide that kind of an incentive. So, it is a little broader.

Mr. GUNDERSON. Thank you.

Mr. MARTINEZ. Mr. Grandy?

Mr. GRANDY. Thank you, Mr. Chairman.

There are a lot of different proposals here, and I guess I will start this way: what you are asking for is for the Federal Government to provide incentives to States to create these programs. You are not talking about a national corps quite yet; you are talking about a confederacy of State corps. Is that pretty much what we are talking about?

Mr. PANETTA. That is it exactly.

Mr. GRANDY. But basically—and he is not here, so I do not know if you can answer for him—but what Dave McCurdy is talking about is some kind of a national service corps——

Mr. PANETTA. Right.

Mr. GRANDY [continuing]. Which you would go into prior to attending college.

Mr. PANETTA. That is correct; right.

Mr. SIKORSKI. You would not get any national student assistance unless you did.

Mr. GRANDY. Now, Gerry, when you were up in front of the committee a couple of weeks ago, talking about the American Conservation Corps, do you see what you are talking about now as something that would be part and parcel of that?

Mr. SIKORSKI. Yes.

Mr. GRANDY. It would be?

Mr. SIKORSKI. I think in 2157 and 2156, with just publicizing the loan deferment for graduates and the loan cancellation for graduates in these programs, you are focusing on one unique pool of youth resources in the country.

In Leon's, you are stimulating—I think there are 40-some different programs now at the State and local level. There are three new State laws passed, and there are six new State programs. These things are coming along. You just stimulate them on a greenhouse effect.

In the American Conservation Corps you are taking young people and doing things that are incredible for our national needs

in terms of our timber stands, our parks, our soil conservation, and various programs on a local and very much on the idea that we are going to have a locally-generated program, locally-administered program, kind of a hybrid of Leon's.

Those, I think, are all consistent, and doing something in the high schools that too can be called consistent. I think the point is that with these we are not at the point in our country where we can thrust ahead into some major national youth service. On the other hand, we are convinced that citizenship and patriotism are so important that we should not lose a generation of Americans, especially ones that have all kinds of economic and also ethical pressures on them.

We should not lose them, and with these programs we can catch a lot of them.

Mr. PANETTA. Let me just add to that. For example, in Iowa, I think you have a summer conservation corps program that is now in effect and also an adult conservation corps, if I am not mistaken, that is also in effect.

What my approach would do is basically provide matching funds for the programs that are already in existence there.

The other programs would actually transfer them to a national model of some kind.

Mr. GRANDY. All of this is noble and worthwhile, and I must say that the expansion of a youth service corps into areas like home health care for the elderly and expanding into service fields beyond conservation, I think, has a broader appeal. I would not rule out the conservation corps, but I think it needs a broader base.

But it seems to me, that given the cost and the relative economic disparity between States—and I am sure I do not have to tell you there is a big one between Iowa and California right now—it seems to me we are going to have to have some kind of private-sector participation along the line to make this work.

Now, a case in point: you have got some statistics in here about percentiles of the Federal minimum wage being applied to encourage private employers to perhaps participate, to perhaps get involved in this. Would we need to maintain that minimum wage at the present level if the current minimum wage goes up, so that the cost of the entire program does not go up over a period of time? I mean, could you see States perhaps having that option to maintain the viability of these programs?

Mr. PANETTA. That is why I provided a range of between 50 to 110 percent of the Federal minimum wage. I think you would have to provide those ranges, because a lot of this varies obviously from community to community.

But I think you are right: obviously to get private-sector involvement, you are going to have to provide that kind of range.

Mr. GRANDY. And when you are talking in your statement about the types of entry-level positions, for example, 700,000 jobs in the health care field, what kind of jobs are you talking about here for kids to participate in?

Mr. PANETTA. Basically what we are talking about is, for example, aides going out for home health care service and help deliver meals, or go out to the homes to assist counselors and others to make sure that the senior citizens are doing well. There would be

those that would be assigned to hospitals to help in a hospital situation as well as nursing homes.

In the New York experience, they had kids that were assigned to nursing homes that were assisting on the ward and assisting both the nurses' aides and others on the floor in that kind of operation. Obviously, it takes some training, but they found that that was very important assistance in terms of their ability to serve the senior citizens.

Mr. GRANDY. Is there any kind of liability problem with that when you put basically novices into the home health care field?

Mr. PANETTA. Well, there probably is some kind of liability issue, but, on the other hand, I think the way they do it is to basically assign them to areas where they are not directly in any way either providing medication or what-have-you to the patients, but basically assisting in terms of cleanup and that kind of thing with regard to those that have to serve the patients directly.

But most of these communities that have these kinds of programs seem to be willing to accept that liability in exchange for what they are providing young people in terms of that opportunity.

Mr. GRANDY. So, you do not see a window of vulnerability here to bring a lot of——

Mr. PANETTA. Well, that's one of the reasons we really want the States and local governments to develop this kind of program. I mean, for us to mandate it is one thing, but to say, look, if you can develop and meet whatever litigation or insurance requirements that you have at the local level, we are here to try and help you in that effort. And that is really a decision that they would have to make.

Mr. GRANDY. Mr. Torricelli, in your absence, a lot of your colleagues were talking about your mandatory program. Would you like to expand upon that just briefly?

STATEMENT OF HON. ROBERT TORRICELLI, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW JERSEY

Mr. TORRICELLI. Thank you.

First, if I could apologize to the Chairman. There is no day when the skies are so clear, the weather is so good that you still cannot have air traffic delays from New York. [Laughter.]

I am realistic about the prospects of a mandatory program, but I have designed one and introduced one because I believe, while we should begin with voluntary community-based programs, the concept of some form of national service in America, I believe, is really inevitable for a couple of reasons:

First, because the current level of military expenditures for personnel is unsustainable. No economy of our size, growing at our rate, can keep over two million men and women under arms at these levels of salaries forever. At some time, we are going to have to be realistic about it and return to asking people to give service to their country.

And, second, because it is now clear, I think, at this point in our country's history that we will also not accept the level of taxation or financial sacrifice that is required to meet our various social needs—be they home health care, medical needs, education assist-

ance, or conservation corps. People are not prepared to pay that level of taxation.

And so the choices are simple. Either we accept, then, the social problems we have in the country, this variety of difficulties, or we find a different resource. In my judgment, that resource is our youth.

I do not think—although I know the vast majority of my colleagues disagree with me—that it is politically not sustainable to take a position for a mandatory program in this country. Indeed, as Senator Hart—who held a similar view—and I traveled around the country and visited a number of colleges, and, interestingly, as you went around the country, the place where you found the most support was among young people.

And the reason is, and the reason why I am apprehensive about the voluntary program is, if you say to young people: "we are going to add a stage of American life where everyone will take a year, rather than the three years for your graduate education, or the four years for your undergraduate education, there is a year you are going to provide a service to your country."

And if people felt that everyone was giving that time, that nobody was getting a jump on a job, or school, or a career, but everybody was giving that time, they would agree to it. I have found in universities tremendous support for it. Not that there would not be political problems, there would be—or organizational problems. It is a vast undertaking, but there is real support for it.

And that is why, for purposes of keeping our eye, I think, on that ultimate goal, I have introduced a mandatory program. I am realistic about its prospects, but, nevertheless, I think it would be a contribution.

Mr. GRANDY. Well, your program is not in front of us. Does it include a military and a civilian option?

Mr. TORRICELLI. It does. The concept basically is as we defined it: that young Americans, upon approaching the age of 18, would know that between the years of 18 and 25, they had to give a year of service to the United States. They could select any year, so if they wanted to complete their education first, or they wanted to postpone it, but they would say what that year is going to be; they would then have an option.

They could enter into military service or a variety of civilian alternatives defined in the legislation: education assistance, home health care, working with the local government, a conservation corps in national parts. And they would have their choice, and they could exercise their first choice. But that agency would still set their own criteria. So, for example, the Peace Corps, if the person were not qualified, could exercise a second choice and a third choice.

And ultimately if they were not qualified for any one of a variety of opportunities, they would be assigned to the military, where they just go through basic training, so they would help constitute a reserve force in the country, which I think is also necessary militarily, and then released back into the civilian population.

Mr. GRANDY. Well, if I could ask one more question, Mr. Chairman——

Mr. MARTINEZ. Sure.

Mr. GRANDY [continuing]. I tend to think that is not an entirely terrible idea, and it justifies.

Mr. TORRICELLI. I take that as an endorsement of sorts. [Laughter.]

Mr. GRANDY. I would, if I were you, because I think there is a lot to be said for requiring service. I mean, a lot of what you gentlemen have said about trying to instill, then perhaps the way to do it is, in a sense, to pull them in kicking and screaming.

The one thing that I think is good about some kind of mandatory service is that it is a great leveler. It brings people from a lot of different economic environments together on a playing field, and sometimes the incentive approach tends to isolate into different chapters.

I was going to ask you, Leon, when you are talking about efforts that are made to recruit economically disadvantaged youth, would they have an advantage over somebody who was not economically disadvantaged in going into this program? How does that mechanism work?

Mr. PANETTA. Obviously anybody could volunteer for these programs. We have asked that the stress be on economically disadvantaged only because those are the people that are out there, obviously, that are not being served at all, rather than lose them to either drugs, or crime, or the welfare system. It made sense to try to reach out to them to get them into these volunteer services.

And that is basically, if you use the New York City plan as an example of that, that is where they are reaching, and it is remarkable to see how successful it is with these kids.

Mr. GRANDY. I think my time has expired, Mr. Chairman.

Thank you.

Mr. MARTINEZ. Thank you, Mr. Grandy.

Mr. TORRICELLI. Mr. Chairman, could I just respond to that point, if I could, because two of the things that I know that had motivated Senator Hart the most in really beginning this effort, I think, in this decade—since he is no longer among us to represent himself, I will make two of those points—one was the one you just raised in that my concern about a voluntary program is that it will be open to everybody, but it will not be joined by everybody.

And one of the things that we want to achieve is that we have a problem in this country of the segmentation of our life, socially and economically. If you are growing up poor in America, the chances are greater than at any time in our history, that everybody you know is going to be poor. You have limited ambitions, limited knowledge of the geography, or of different people and cultures in our country. Chances are you are not going to gain them.

That was not always true. For all the things that can be said about the draft in the past that were bad and that hurt the country, one of the things that it did is: all Americans came to know each other. For one moment in their lives they came together in a common pursuit, with a goal.

I do not think that just because the nation is not at war, we still cannot have that. We still have problems just as serious; that require just as much effort; and you can still call upon people to come together from every segment.

My concern is: we could create a program that is a problem for the poor to address the problems of the poor. Well, poverty is not just the problem of the poor; it is everybody's problem.

That is why I would like the mandatory aspects of it as well.

Mr. GRANDY. I would just say that in my experience, the only two areas where there is a great kind of coming together, a melting pot of all society, is, one, the military, and the other is the theatre, and short of a massive Federal subsidy of theatre—which I will introduce later in this session——

[Laughter.]

I think this idea has real merit, and I thank you for being here today.

Mr. MARTINEZ. As long as it is oriented to youth service, we will all support it. [Laughter.]

Mr. SIKORSKI. We have in our office three paintings of WPA art that are remarkable in their strength, and that program was—in fact, I think someone did a study not too long ago in terms of the arts, and a high percentage of the people of a certain age were sustained during the thirties by those programs.

There is a remarkable success rate with these programs, with costs up front as well.

Let me say on mandatory service: I believe that that is the way we should have a national service. I do not think we are there now. I support Bob in his efforts and I am a cosponsor of his legislation, but just because we are not all the way there at that step politically or socially, or whatever, does not mean that we cannot do some things that will save some kids and do some things and show patriotism and citizenship.

That is what Leon is doing, and what Bumpers and I are doing, and others.

I have some problems with the proposal that would—I went to school on what is now a Pell grant; it was called the Economic Opportunity grant and work study and guaranteed student loans, and I worked, and I was an orderly in a nursing home during high school 2½ years to get my first little downpayment on my first year at the University of Minnesota.

I see some proposals as a threat to that occurring. If I went now under some proposals into the military, I would get a few years. If I went into the Peace Corps, I would get 1 year for 2 years in the Peace Corps, and then I, for the other 3 years of my college career, would have no chance at all of applying for an Economic Opportunity grant, and there would not be a student loan available any more.

So, if we are concerned about the economic playing field, we have got to make sure that the programs that we are choosing are ones that not only do some good, but also do not do some harm as well.

Mr. MARTINEZ. Thank you, Mr. Sikorski.

I have the same apprehensions, but I think that there are variations of what he has proposed that would probably fit the bill. A person may have a definite goal in mind and a direction, and mandatory service could be deferred until after he had been through that education. It might even be better for him.

I think almost everybody needs some practical experience. One of the things that Mr. Torricelli was saying—and before I turn to Mr. Jontz, allow me a few minutes of commentary—is that you bring people together.

At 17 years of age, I went into the Marine Corps, and all of a sudden, lo and behold, I was thrown into an environment with people from Arkansas, Wisconsin, Minnesota; you name it, they were all there.

It was a whole new experience, and I saw young men during that short time in boot camp change their whole attitude and perspective of life, and some of them—in fact, most of them—gained new ambition, new determination, even new initiative. That was taught there in just that short period of time.

So, the idea of 3 or 4 years of service is not necessary, if you think in terms of the concentrated training you get in boot camp, and that has to do with a lot of changes in people's whole lives. They went on to——

Mr. TORRICELLI. To losing a lot of that.

Mr. MARTINEZ. Yes, and the national pride that you are talking about. I think that anybody who was in the service, even like Leon for 2 years, has the pride of doing service for their country, and that goes a long way.

Mr. Jontz.

Mr. JONTZ. Mr. Chairman, I have no questions. I do want to thank you gentlemen for your statements, and I am very pleased to see this legislation introduced. I hope I will have the chance to support it.

Mr. MARTINEZ. Mr. Torricelli, your statement will be entered in the record in its entirety. I think you have pretty much covered your legislation, but I would like to give you the opportunity to add anything you want.

[Prepared statement of Hon. Robert Torricelli follows:]

Prepared Statement of Hon. Robert G. Torricelli, a Representative in Congress From the State of New Jersey

Twenty-five years ago, President John F. Kennedy founded the Peace Corps. In the years following his assassination, VISTA was established to fulfill domestic needs. These programs and others are in place. Thousands of young people participate. But the overall framework of national youth service is missing.

To address this need, I have introduced in the 100th Congress H.R. 1468, the Select Commission on National Service Opportunities Act of 1987. This legislation would establish a high-level commission to report to the President on possibilities for civilian and military national youth service. The commission would be directed to examine both voluntary and mandatory alternatives. My bill is identical to the one I introduced during the 99th Congress.

In 1988, Presidential candidates of both parties will need to face the issue of national service. National service is about education. It is about jobs. It is about the security of our country. It is an issue that must be dealt with soon.

The young people of America often speak of two concepts: rights and rewards. I suggest that we add another word to this vocabulary: responsibility. This country gives it citizens many benefits: economic and political opportunity, security from foreign enemies, free education through high school and subsidized education after that. I believe that each of us has an obligation to do something in return for society at large.

Some of America's youth will want to serve in the armed forces. The history of the Vietnam war teaches us that our fighting units are ill-served when the privileged and well-connected can avoid duty. The armed forces protect all citizens, so they must represent all citizens. An army that has no stake in its society cannot defend it.

Those young people who choose not to serve in the military should have other options open to them. Many programs already exist. The Civilian Conservation Corps, founded by Franklin D. Roosevelt, has a solid record. The New York City Volunteer Corps, the San Francisco Conservation Corps, and dozens of other state and local programs give opportunities to jobless youth. The Commission I propose to establish will identify existing youth service programs and propose options for alternative ones.

Critics of today's American society have said that our youth lacks purpose. I do not agree: the purpose is there, but has not been adequately tapped. Perhaps young people feel that this country is already built and there is nothing further they can contribute. We need to show that the work of our nation is not finished; much remains to be done. Forests need to be maintained; the homeless must be housed; children need to be tutored; the sick and infirm need care. These are all needs that that society does not yet adequately meet.

Another potential benefit of national service is youth employment. At a time when 7.5 million Americans are looking for work -- and youth unemployment is especially high -- national service projects can help develop skills useful for the labor market. For many young people, service projects might be their first experience of productive employment.

Finally, I believe that the intangible benefits of national service might be the most important of all. Our society is increasingly polarized. There are growing gaps in wealth, income, education and opportunity. National service projects have the potential of bringing together youth from different walks of life and instilling a common purpose of national growth.

Most importantly, perhaps, America's youth will have the chance to gain a sense of pride -- not the pride of parades and empty speeches, but pride in work, pride in our country's achievements, and pride in themselves. It is this spirit that will enable our nation to face the challenges of the next century with the fortitude that has brought us through our first two hundred years.

The vision of John F. Kennedy is as real today as it was in 1960. The needs are as great, if not greater. The bicentennial of our Constitution is a good time to take stock of what we want for America. If we want a nation that that is stronger and more prosperous, we must challenge our youth. For America to remain a just and free society, the leaders of tomorrow must know what justice and freedom mean.

Mr. TORRICELLI. I would only like to add two points if I could, and I appreciate the opportunity to put my statement into the record.

First, I thought it might be helpful to the committee to know that my own participation in this began with a simple question: I asked at a hearing of the Secretary of Defense about what the savings would be if there were a national mandatory service program, and we greatly expanded the pool of people going into our reserve and were able to lower the cost of what we were paying basic recruits.

His answer surprised me, and it may you. He said, "I don't know."

I said, well, somebody must have studied this. What are the costs? It would cost a lot of money to bring people into a national service program; on the other hand, you are spending $100 billion in salaries every year. Is my program more expensive, or is the current system more expensive?

I don't know.

And so one of the pieces of legislation that I have introduced, in addition to the mandatory program, is a study commission. Let the Pentagon and our social service agencies and the executive branch come together. With the programs we are talking about here today, be they mandatory or voluntary, let's find out if there is money to be saved, or not.

The final point I wanted to make is that the skills we are talking about providing to our country are not simply 18-year-olds coming with no basic skills.

Part of the reason why I designed a program that is for 18-to-25-year-olds is, some of the skills we need the most are of the highest quality—legal at a time when it is hard to get support for Legal Services Corporation; medical, at a time when it is difficult to get new medical graduates into urban centers and into rural areas where care is needed.

I have a belief that if our government is providing a $40,000 or $50,000 medical education to a student, or a $20,000 or $30,000 legal education to a student, it is not too much to ask that they spend a year or two in service somewhere where it is important to the country.

That is why I think that, as you consider this concept, you look beyond the 18-year-old and also those a real investment has been made by the country for quality education to also have an opportunity to give something back.

I only wanted to make those two final points, Mr. Chairman.

Mr. MARTINEZ. Let me ask you one last question, unless Mr. Jontz has another question. Do you have any other questions?

Mr. JONTZ. No.

Mr. MARTINEZ. The cost of the study, did somebody project that? Do you have the cost?

Mr. TORRICELLI. We believe that for a million dollars—I think that was in the original proposal—that we thought on the social and military side, you could do a study. I think my legislation, which includes a total study of military manpower needs, was at $3 million if we incorporated looking at future military manpower needs.

Mr. GRANDY. Mr. Chairman, may I ask one more question?

Mr. MARTINEZ. Certainly.

Mr. GRANDY. This may seem obvious, but I assume that your mandatory program is mandatory for females as well as males. Is that correct?

Mr. TORRICELLI. Yes. I think that a critical component of this, from all of our experience and early life with the draft, is there are no exceptions.

The program must be designed on the assumption that there is something that everybody can do in this country, regardless of sex, or race, or social class, or education. No matter how simple or difficult the task, everybody can do something for this country, because we want to tie the concept of service to the concept of citizenship. Everybody has got equal rights as a citizen; everybody has got equal responsibilities as a citizen.

Mr. GRANDY. Is it one year or two?

Mr. TORRICELLI. My program is for one.

Mr. GRANDY. All right.

Mr. TORRICELLI. Though I will say this: as you try to design the mix of who chooses education, who chooses conservation corps, who chooses military, you might have to adjust how long you serve in order to make some more attractive than others to meet the demand and the need.

Mr. MARTINEZ. Mr. Torricelli, are you through?

Mr. TORRICELLI. Yes, I am, Mr. Chairman, thank you.

Mr. MARTINEZ. Mr. Torricelli, there are some other questions that come to mind that I would like to ask you, and if my staff can submit those to you later, and if you would respond, we will leave the record open.

Mr. TORRICELLI. Please do.

Mr. MARTINEZ. Thank you very much for your testimony.

Mr. TORRICELLI. Gentlemen, I apologize again for the delay.

Mr. MARTINEZ. We will next hear from Dr. Frank Newman, president of the Commission of the States, Denver, Colorado; Mel King, Director of Community Fellows Program, Cambridge, Massachusetts; Diane Hedin, Director of the Center for Youth Development and Research, St. Paul, Minnesota; David Smith, president of National Job Corps Alumni Association, New Orleans, Louisiana; and Lesli Boyd, Youth Service Volunteer, Washington State Service Corps, Olympia, Washington.

Welcome, all of you, and we will start with Dr. Newman.

STATEMENT OF DR. FRANK NEWMAN, PRESIDENT OF EDUCATION COMMISSION OF THE STATES, DENVER, CO

Mr. NEWMAN. Mr. Chairman, I appreciate the opportunity to come, and I am here on behalf of the Education Commission of the States, an organization that the Commission has put together called the Campus Compact.

The Commission, as you probably know, is a compact of the State designed to help on education policy, so it is chaired by the governor, currently Bill Clinton, and is always vice chaired by a legislator.

The Compact is an organization of several hundred colleges and universities founded originally by the Education Commission of the States and three university presidents— presidents of Brown, Stanford, and Georgetown—and its purpose was to encourage college students in the community service for all of the reasons that have been in evidence here.

If I could, I would like to make four points, besides the testimony that I have put in the record.

First, there are really two problems we have been talking about here. They are connected, but they are somewhat different. Now, one that we have been talking about is at-risk youth, young people that are not going to make it effectively in society. That is of major concern to the Commission. We have got a major program on this.

For those students, the problem is not lack of jobs, but lack of confidence in the ability to get jobs, find jobs, hold jobs in the current society.

One of the best avenues we have seen to that is the service corps kind of approach that Congressman Panetta was talking about. I have had a chance to visit many of these programs personally, and the plain fact is, they work.

The second problem we have been talking about has been primarily one focused on college and university students. There is no question—and we have got a lot of evidence that shows this—there has been a decline in the focus of such students on their civic responsibilities, their willingness to participate in the larger issues, their willingness to be involved even in such things as voting. That has been declining now for almost 20 years. Congressman Panetta called it an inward focus. I would call it a self-interest focus, as opposed to a focus on civic responsibility.

All the measures of civic responsibility decline; all the measures of self-interest—interest in money, prestige, and so on—rise. The dangers of that are, I think, obvious, but just to give you one small example, we have been very concerned in recent years about the difficulty of electing effective people to school boards. As fewer and fewer people vote in those elections, the small self-interested groups have inordinate power in those cases, making school boards less and less effective.

At any rate, the at-risk youth are simply the exaggerated version of the college student with lower skills as a citizen. I mean, if you reach a certain point, you no longer are a citizen at all; you are disconnected from society, and that is what is happening to at-risk youth.

So, these are two problems we are dealing with in the same discussion. They are connected, but I think that it is important to see the difference between them.

The second point: the key issue, it seems to me, is the question of the characteristics that we believe are essential in a current working democracy in today's world.

What do you want? Well, you need some things: self-confidence. One of the things that we discovered was that one reason students are less and less involved in issues of society is they believe they cannot have any influence on them. They are cynical about their ability to influence those issues, so self-confidence, the belief you can get something done, willingness to take risks, willingness to be

involved, a willingness to see the larger issues, the habit of service, those, it seems to me, are essential characteristics, whether you are talking about the first category of student or the second.

Incidentally, it just turns out that these characteristics also happen to be essential if our economy is going to be effective in the very intense international competition we are involved in. So, while we are talking here about building a sense of community service and the sense of civic responsibility, those same characteristics turn out to be what we ought to be talking about if we want the United States to remain a leader in an intensely economic, competitive world.

Third point: mandatory versus voluntary. After a lot of discussion, the executive committee of the Compact ended up favoring a widespread voluntary system for reasons that are political, pragmatic, and financial, all of which have been discussed here.

The point I want to make is, whether one believes in a mandatory or a voluntary system, the logical place to start is with as widespread a voluntary system as possible. We are seeing now, just in the time that we have been involved in this in the last couple of years, a growing appreciation of the urgency of this issue.

It seems to me, as we go on building a widespread voluntary system, particularly through the use of educational benefits, you are simply building the acceptance of a broader-based system, including a mandatory system, if that should turn out to be possible.

Then finally there are some powerful reasons for addressing this through the question of student aid that go beyond even what we are talking about here, and that is that the student aid system as it exists now in many ways is becoming counter-productive for the very reasons we are talking about.

There is a tendency to think of student aid primarily as a means of encouraging and helping students through college. In fact, student aid has its own educational characteristics. Different forms of student aid teach students different things. In the discussion that has come out here earlier, it is apparent that is a factor.

We did an extensive look at this. What is happening in student aid at the moment is, we are shifting steadily toward loans. Loans have now become the dominant form of student aid. Loans in large amounts—I am not talking about small amounts of loans that help tide students over short periods—but large amounts of loans, which we are now into, create exactly the reverse set of characteristics that you have been describing.

Students that graduate with loans like $15,000 out of undergraduate schools, or $50,000 or $75,000 out of medical school, or $30,000 out of law school, which are now quite common, and are going up, those students have the wrong characteristics. Instead of being concerned about how they are going to serve the public, they are increasingly concerned about how they are going to take care of themselves.

We did a series of interviews with students, both undergraduates and medical students, and when you ask them those questions, the responses are often quite bitter. Do you have a responsibility to pay back through service? Listen, I have got a responsibility to me; I'm saddled with all these loans.

Also, we want people to be citizens. We want them to choose the right careers. All the research data shows that students are increasingly prone to pick careers of high-income return if they come out with large amounts of loans for obvious reasons.

Minority students are less likely to go to college under high loans.

So, for reasons that go beyond anything we have talked about here, we ought to be thinking about these issues simply from the point of view of correcting what has become an imbalance.

You asked Congressman McCurdy what the reaction of that community would be, and by that community I presume you mean the university/college community. The presidents of the Compact, which now range from the most elite universities to community college, the public, private, black, white, Catholic, whatever, it is a broad array of presidents, have increasingly favored moving steadily in the direction of student aid based on service.

I think they would not favor eliminating all other forms of student aid for some pragmatic reasons. I think they would favor student aid based heavily on service, but also on need and on work. There is some great advantage in students working as they go through school, in addition to the kind of community service work they do.

There is a lot to be learned from straight work opportunities. I think, in other words, that the education community favors steadily moving ourselves in these directions—moving away from loans; moving toward these other mechanisms.

I think it is also possible that these Federal efforts already are being supplemented by private efforts, private funding, and States are increasingly steering themselves, both in the kind of programs, service corps programs, but also in student aid programs based around community service.

So, I think it is likely that we can build multiple forms of encouraging forms, either through service corps programs, through student aid programs from the Federal level, student aid programs of the State level, and student aid programs on the private level, that encourage students into various forms of community service, and that if we do, it will be a powerful positive thing for the country, and maybe even an essential thing for the country.

Just one final closing point: it is not that we have not got the experience in doing this. We have a variety of programs of one sort or another that deal with this already. It is only that they deal with a relatively small percentage of students now.

We have had a long history with not only the G.I. bill, but with ROTC. We have had a long history of volunteer programs involving college students on the campus of quite a wide variety of institutions.

We have had considerable experience with the service corps programs for disadvantaged youth who need that kind of training in 30-or-so locations around the country.

So, the problem for us is not that we have to design things. It is that we have to expand them to the point that they are really workable and become a coherent set of ways that we encourage people to understand their responsibility.

Mr. MARTINEZ. Thank you, Dr. Newman.

Mr. King.

STATEMENT OF MELVIN H. KING, DIRECTOR OF COMMUNITY FELLOWS PROGRAM, MASSACHUSETTS INSTITUTE OF TECHNOLOGY, CAMBRIDGE, MA

Mr. KING. For the record, my name is Melvin H. King. Currently, I am on the faculty of the Massachusetts Institute of Technology, as a member of the Department of Urban Studies and Planning, and I direct a program called the Community Fellows Program.

I am formerly a member of the Massachusetts Legislature, and prior to that I have worked on street corners with youth for 15 years. Recently, I developed what I called the Youth Entrepreneurial Development Program, which takes a different tack as we think about the term youth at risk. We like to believe that these are youths who take risks and, as risk-takers, fit the model of people who should be entrepreneurs.

And so we have put together a program for small business development and self-employment for young people 16 to 24 years of age.

As I see it, there is a need for youth to have a way to get money for college education or for acquiring technical skills, because our society has not evolved to a place where it recognizes that education and the acquisition of skills should be made available at all levels at public expense.

If our society is going to raise its level, it must recognize the statement that is made by the United Negro College fund that "A mind is a terrible thing to waste."

In our failure to see that it is just as important to provide free education from grades 13 through masters' and doctoral programs as it is from kindergarten through grade 12, we are losing a lot of creativity and talent. Who knows, the cure for AIDS and cancer, ways to create a pollution-free environment, et cetera, may be buried in the lack of opportunity and hope experienced by millions in this country.

As stated by Dr. Newman, the models are already before us: the G.I. bill, Peace Corps, VISTA. The G.I. bill provides the opportunity for thousands of people to receive a higher education who would never have the opportunity to do so. Through this opportunity, there is a real explosion of creativity, talent, and leadership, which moved this country's economy and help to catapult it into its place of leadership in the world.

The problem is, as I see it, that it is not befitting for our society that the only vehicle for unleashing that talent is through the military as a reward for taking a gun in one's hand.

Therefore, I come before you, urging you to take the steps that are necessary to say to you that we value peace work and public service.

Creativity must be unleashed to create communities, to have clean air and water, lead-free houses, day care, a literate society, more music, arts, and sports.

We must say we value this kind of work by saying do this public work for two years, earn while you are doing it, learn about yourself, other people, and the body-politic, acquire skills in human re-

lations, and accrue enough money to cover four years of college at a State institution.

If participants choose a private college, then they ought to be able to apply the costs that they would get to a private institution.

During my campaign for the Eighth Congressional District, as we talked about this concept of public service and a peaceful approach to getting resources for college, it was very well received.

As I stated, I am a member of the faculty at MIT, where tuition, room and board are $16,970 per year. As we look at other schools in the area, we see that their tuition and costs are the same.

And even as we look at the State schools, the combination of the tuition and the cost of room and board make it impossible for large numbers of youngsters to participate.

It is not enough to say that opportunities to scholarship and loan programs are available. Many of the youth who join the military do so because they are told that it is a route to training and education. However, there are many who desire to do public service work instead and who see the possibility of access to an education through a public service program.

This possibility is crucial because motivation to remain in junior high and high school increases directly with the belief that access to skill development and higher education can be a reality.

One thing I would like to just describe is some of the work on the street corners and how we showed that what we are talking about is a motivational process. We were able to get scholarships and to find ways of getting some of the young people in a public housing development to go to college, and at a time when none of them in that particular development had had that kind of access.

The surprising thing was, and maybe not so surprising, that once we were able to get three or four of the young people in from that particular area, other youngsters would come to the center, wanting to find out ways of getting that kind of support. And I was struck one day by a youngster who came in and he said, I want to get some help, too. Billy's brother is going to college, and I know that I am smarter than he is; and if he can do it, then I can as well.

I do not think that we really understand the kind of impact of modeling that can happen once a program like this is in place and how it will have a direct impact on the younger boys and girls in a particular community, as they are able to look up and see others whom they can identify with or involved in this kind of program.

The figures are there. Any analysis of demographics, particularly with respect to young people of color, clearly show that our failure to provide access to education has disastrous social, political, and personal consequences.

There is no need to recount the statistics referring to the tragedy of substance abuse, school dropouts, prisoners, suicides, unwanted pregnancies, and unemployment. We have too many victims already of hopelessness and despair.

But I would like to suggest that we think of our own selfish interests, particularly with respect to a recognition that for many of us who look forward to social security and retirement, we ought to be the loudest in support of any program that would increase the

gross national product, because it would have a direct bearing on our own self-interests in terms of retirement.

That is why I believe we need a program of youth service, or, as I would like to call it, the future corps. And I like to call it that because it is about the future. It is about the future of the youth; it is about the future of this country; it is about the future of our physical and mental health, and the future of the social security system, as I stated earlier.

In Massachusetts, we have filed legislation, which is before a Subcommittee of the Education Committee, to develop a program which parallels Representative Leon Panetta's bill. This legislation would provide matching grants to cities and towns, and public and private nonprofit organizations to develop service opportunities.

The Committee on Education thought so much of the bill that they put together a subcommittee to try and work it out so that we could present to the total legislature a workable bill. And so we have a committee that is made up of youth, legislators, educators, people from public and private human services and environmental agencies.

I have learned recently about a proposal filed by Senator Pell on behalf of Father Hesburgh of Notre Dame, to have a Peace Corps type of approach, similar to the ROTC. I would highly endorse this concept and would only caution that if it works for those who are accepted to the schools, then we need to find a way to do something similar that will encourage our youth to stay in high school and allow them to know that they can get into college where the financial resources will be available.

Now, I have not addressed the costs of this type of program and am hard-pressed to do so, knowing full well the expansion of the military budget over the last several years has reduced the amount of money available for programs like this. So I put it in your terms, and that is, somewhere I learned that most countries, societies or empires die or deteriorate from within.

The handwriting seems to be on the wall for this to happen to ours. Pollution, crumbling infrastructure, increased infant mortality rates, diseases, self-destruction through substance abuse, dishonesty in government, the dissatisfaction and lack of involvement of millions of Americans in the body-politic, a disproportionate share of the commonwealth being used for militarism, are but a few examples.

The loss of creative talent and energy, I believe, can be turned around with a commitment to programs such as the future corps; not for make-shift employment, but out of a desire to maximize human potential.

Thank you.

[Prepared statement of Melvin H. King follows:]

For the record my name is Melvin H. King. Currently, I am on the faculty of the Massachusetts Institute of Technology, as an Adjunct Professor of Urban Studies and Planning, and I am the Director of the Community Fellows Program. I am a former member of the Massachusetts Legislature, and I have worked on street corners with youth for fifteen years. Recently I've developed the Youth Entrepreneurial Development Project, which encourages young people to take risks to get into entrepreneurial self employment.

As I see it, there is a need for youth to have a way to get money for a college education or for acquiring technical skills, because your society has not evolved to a place where it recognizes that education, and the acquisition of skills should be made available at all levels at the public expense. If our society is going to raise its level, it must recognize the statement of the United Negro College Fund that, "A mind is a terrible thing to waste." In our failure to see that it is just as important to provide free education from grades 13 through Masters and Doctoral Programs, as it is from kindergarten to 12, we are losing lots of creativity and talent. Who knows, the cure for AIDS and cancer, ways to create a pollution free environment. etc. may be buried in the lack of opportunity and hope experienced by millions in this country.

Ironically, the model is already before us. I am talking about the GI Bill, which provided the opportunity for thousands of people to receive a higher education. Through this new opportunity, the world wide explosion of this country's productive economic leadership was activated. Through the GI Bill, we unleased all that genius and talent.

It is not befitting our society that the only vehicle for unleashing that talent is through the military; as a reward for taking a gun in one's hand. Therefore, I come before this body urging you to take the steps that are necessary to say to youth that we value peace work and public service. Creativity must be unleashed to create community, to have clean air and water, lead free houses, day-care, full literacy, more music, arts, and sports. We must say we value this kind of work by saying do this public work for two years: earn while you are doing it; learn about yourself, other people, and the body politic; acquire skills in human relations; and accrue enough money to cover four years of college at a state institution. If participants choose a private college, they will be able to apply the costs of a public education to the private institution.

During my campaign for the 8th Congressional District, discussion about the concept of a public service, peaceful approach to getting the resources for college was well received. I am a member of the faculty of M.I.T., and its tuition, room and board is $16,970 per year. As we look at Boston University,

Boston College and others in the region, they are not too far behind. Tuition alone at the University of Massachusetts/Boston is $1,560. The program we develop should allow youngsters to make it through four years of a public college or university. Even those institutions present economic barriers to many of our youth. It is not enough to say that opportunities through scholarships and loan programs are available. Many of the youth, who join the military, do so because they are told that it is a route to training and education. However, there are many who desire to do public service work instead, and who see the possibility of access to an education through a public service program. This possibility is crucial because motivation to remain in junior high and high school increases directly with a belief that access to skill development and higher education can be a reality. Having access would say to youth that they have a stake in this society. It would give more of them reason to be involved in making this society work and in doing those things that would insure freedom.

I believe in a concept of a voluntary national service as an opportunity to meet public needs, as well as a way for youth to get the higher education they will need in order to become more productive members of society. A program through which youth could see their goals, hopes and ambitions fulfilled will have a dramatic impact on changing youth from self destructive and community destructive behavior. Any analysis of demographics, particularly with respect to young people of color, will clearly show that our failure to provide access to education has disastrous social, political and personal consequences. There is no need to recount the statistics referring to the tragedy of substance abuse, school drops outs, prisoners, suicides, unwanted pregnancies, and unemployment. There are already too many victims of hopelessness and despair.

If we think of our own selfish interests of social security and retirement, we would be the loudest in support of any program that would increase the gross national product, because it would have a direct bearing on our retirement. Thus, we need a program of youth service. [Or the "Future Corps" as I like to call it, and I would humbly submit naming it the Future Corps, because it is about the future. It is about the future of this country, the future of our physical and mental health, and the future of the social security system as I stated earlier.]

In Massachusetts, we have filed legislation, which is before a Subcommittee of the Education Committee, to develop a program which parallels Representative Leon Panetta's bill. This legislation would provide matching grants to cities and towns, and public and private non-profit organizations to develop service opportunities. There was a positive response from the Committee on Education to this bill. With a good working committee consisting of youths, legislatures, educators, and

people from public and private human services and environments agencies, we anticipate getting a bill before the full legislature sometime in November. I have recently learned about a proposal filed by Senator Pell on behalf of Father Hesburgh of Notre Dame, to have a peace corps type of approach similar to R.O.T.C. I would highly endorse this concept, and would only caution that if it works for those who are accepted to the schools, then we need to find a way to do something similar that will encourage our youth to stay in high school, and allow them to know they can get into a college where the financial resources will be available.

I have not addressed the costs of this type of program. I am hard pressed to do so, knowing full well the expansion of the military budget over the last seven years has reduced the amount of money available for programs like this. So I put it in your terms, and that is, somewhere I learned that most countries, societies or empires die or deteriorate from within. The handwriting seems to be on the wall for this to happen to ours. Pollution, crumbling infrastructure, increased infant mortality rates, diseases, self destruction through substance abuse, dishonesty in government, the dissatisfaction and lack of involvement of millions of Americans in the body politic, a disproportionate share of the commonwealth being used for militarism, are but a few examples. The loss of creative talent and energy, I believe, can be turned around with a commitment to programs such as the Future Corps; not for make shift employment, but out of a desire to maximize human potential. Thank you.

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Mr. MARTINEZ. Thank you, Mr. King.

Let me advise the panel that we are going to try to adhere to the 5-minute rule in the time left for the hearing, and that you may summarize. Your statements will be entered in the record in their entirety.

Ms. Hedin, why don't you start?

STATEMENT OF DIANE HEDIN, PROFESSOR, CENTER FOR YOUTH DEVELOPMENT AND RESEARCH, UNIVERSITY OF MINNESOTA, ST. PAUL, MN

Ms. HEDIN. Thank you, Mr. Chairman.

I am really pleased to be able to talk with you today, and you have my written testimony.

I want to first say that my interest in this area comes from about 15 years of work as a person who has developed programs, evaluated youth service programs, and run youth service programs and a series of studies I do primarily of Minnesota youth about topics of this nature.

I want to summarize my testimony in terms of three points.

First, is to talk a little bit about young people's attitude about service, in general, and national service, in particular.

Second, the role young people think they can play in solving unmet needs. I think that is a crucial point because if the programs are only good for youth and not good for the society, they are not going to be very appealing.

Finally, the impact that community service has on youth participants.

My first point, though, is, I think that it is critically important that we do understand how young people feel about the issue of service. This is a program that requires young people to be the initiators, to be the providers of service, and unless they are interested and willing, it seems to me it is not going to work very well, different than other youth policies where they primarily are the consumer.

I am also concerned about the way in which the current debate is framed, that the call for national service is primarily seen as a way to remediate young people in terms of their level of personal and social responsibilities. And while I think there is a good deal of evidence to suggest that young people are ever more concerned about making money, having more power and status—and there the numbers are really dramatic; there are 20 and 30 percentage-point increases in the last 15 years—actually, the decrease in interest in helping other people to be altruistic is not as dramatic.

Those decreases are more like five percentage points. So, I think what we really have are young people who want both. They want to be of use to the society, but they also want more self-interests as goals as well.

While I think there are very encouraging counter-trends that Dr. Newman has talked about in higher education and some in secondary education to allow young people to be of service, most of it, I think, still is at the level of pious statements about how good it would be if our young people were better citizens.

There are actually rather few concrete incentives and pathways for them to do service, and that I think if national service and voluntary national service is going to have any impact, then I think we really have to find ways to encourage our secondary schools, our elementary schools, and our colleges to go beyond the statement that this is a good idea and have real incentives and actual programs so young people can be of service.

Now, to the question of how do young people feel about a program of national voluntary service, Gallup did a poll in the fall of 1986, and despite what people say here, most young people between the ages of 13 and 17 actually favor a mandatory program of national service. Sixty-two percent of teenagers favor a mandatory program.

I think there are questions with the way the poll is done, and I am not sure they actually know it is a required program, but nevertheless there is a good deal of interest in it.

Second, in terms of voluntary service, the results are far more positive. Though there has not been a Gallup poll recently, all their polls would suggest that closer to 80 percent of students would favor voluntary service.

In Minnesota, we have recently been debating a State service program. I did a study in 1985 and found out that 75 percent of high school students supported a Minnesota State service program, and 50 percent claimed—we don't know for sure—that they would actually join such a program.

So, I think the first issue is that there is a good deal of youth support, and even though we think that they are becoming more self-centered and less altruistic, that when really confronted with the idea of having an opportunity to do something for others, they are quite positive about it.

Now, the second point I wanted to make is on the issue of unmet social needs. And I would say again that unless we position the program as a way for young people to serve their society, it will not be very appealing. And while I endorse all of the ideas about home health aids, and working with the elderly and the environment, one of the things we have not talked about, and when we ask young people, what could you do—and these are particularly high school students—they almost always talk about being of service to their own age mates.

Eighty percent of them say, we could do something about the problems of children and teenagers; we could do something about teenage suicide and pregnancy and delinquency and school failure. And I think that really needs to be taken into account.

And my last point is that there is, in the latest excellent comprehensive piece by Danzig and Szanton, a discussion about the impact of service, and I wanted to clarify one thing. In that book it is suggested that there is ambiguity about the positive effects of service on youth participants.

My work has been primarily on what happens with high school students, and I do not think it is ambiguous at all. It is totally unambiguous that participation in service activities increases their personal and social responsibility, their knowledge about careers, their willingness to be active in the community, their level of self-esteem, and that these findings are essentially consistent with

what people who have studied Peace Corps participants and involved with volunteer work camps find.

So, I think it is quite unambiguous and very clear.

And so finally I would say that I would particularly endorse Congressman Panetta's bill, because it really will assist all of the wonderful efforts that are currently just beginning to bubble up. I would say that in our own State the Minnesota State Service Corps was not passed in our last legislative session primarily because of dollars, and I think that had that bill been in place, the Panetta bill, that it would have passed. I strongly endorse that one in particular.

[Prepared statement of Diane Hedin follows:]

PREPARED STATEMENT OF DIANE HEDIN, PROFESSOR, CENTER FOR YOUTH DEVELOPMENT & RESEARCH, UNIVERSITY OF MINNESOTA, ST. PAUL, MINNESOTA

Mr. Chairman, I would like to thank you and the Members of the Subcommitee on Employment Opportunties for holding this hearing on national service. I am pleased that the issue of national service is being pursued so thoroughly and seriously by members of the Congress. I would like to discuss three issues: the need for understanding youth's attitude about service in general and national service in particular in formulating an appropriate policy, the role youth think they can play in solving unmet needs, and the impact of community service participation upon youth participants.

Youth Input into the Design of National Service

An accurate understanding of young people's willingness to participate in service to the community and society is essential to the public debate on national service. Young people's support and enthusiasm are a key element in successfully carrying out such a program. Whereas most youth policy decisions assume youth will be the clients or the consumers of a service or program, this one assumes youth themselves will be the initiators, the leaders who will perform the service. Even though active youth participation is at the heart

of any service intiative, the views of the potential participants in national service are seldom taken into consideration. In the latest and most comprehensive analysis of national service by Danzig and Szanton (1986), there is hardly any attention given to how young people themselves might react to and assess a program of national service. One of my purposes in this testimony is to summarize what we know about the attitudes youth have toward this proposal.

National Youth Service as Remediation

There is an assumption in most of the calls for national service that youth are in need of remediation in regard to their level of social and personal responsibility. Evidence that young people are becoming ever more concerned with money, power and status and less concerned with helping others, participating in public affairs, and being other-centered is often cited in these debates (Astin, 1987; Wynne, 1984). While I basically agree with this analysis, I am not convinced that the changing values of young people themselves are primarily the source of the problem, once again we seem to be blaming the victims. Rather, young people very precisely mirror the dominant values of the larger society. In fact, the young, now more than at any other time in the last 20 years, hold the same values as adults about success and achievement. It seems unjust to censure youth for not being more altruistic and politically and socially active than their adult models.

While there are some encouraging countertrends in secondary and post-secondary institutions, the clear message in education is to be self-centered--to acquire the skills that expand personal resources and opportunities for oneself, typically through competition with

others. While reports on education and youth policy now call for increased youth service and participation, those recommendations have at best been peripheral to more publicized calls for frequent testing, stiffer academic standards, more uniform curricula and the like. Educational administrators cite commitment to and involvement in service as key organiztional goals but they often remain at the level of pious statements and lip service, while other more insistent pressures push them aside.

Similiarly, work and employment takes precedence over volunteer or extra-curricular activities for the majority of youth. Again, youth accurately reflect the larger values of American society, where making money is viewed as more important than spending one's discretionary time in service to others.

Furthermore, when we sentence law-breakers to do their time through "doing service," we also give a clear message about the value we attach to working on unmet social and environmental needs. We really ought to rethink the implications of community service as a punishment for everything from drunk driving to vandalism to sexual assault.

While a program of national service, such as the one proposed by Representative Panetta is critically important in publicly affirming the value we place on service and social responsibility, the major institutions which educate and socialize youth must also take a committment to encourage, nurture, and provide clear pathways and real incentives for youth involvement in community service.

Attitudes about Service

While I suggested that there is a widely-held belief that most

young are irresponsible and unconcerned about others, the data on youth and volunteerism show a different picture. (Parenthetically, in a recent issue of the Minnesota Youth Poll, more than 3/4 of secondary students reported that they believe adults held negative views of them as immature, untrustworthy, unreasonable, irresponsible and ignorant!)

For example, in a study of youth in Chicago (Popowski, 1985), approximately 2/3 of the high school students in both inner-city and suburban schools reported that they would like to increase the amount of volunteering they currently do. Even with little encouragement and few incentives, Gallup reports in 1995 that over half of teenagers aged 14 to 17 report engaging in some kind of volunteering (though this includes an extremely wide variety of activities such as singing in the church choir to baking brownies for their girl scout troop to taking care of a neighbor's dog to one-shot events such as a bake sale). A disturbing trend is that the proportion of young adults between 18 and 24 who volunteer has declined over the past five years from 54% to 43%.

A recent survey of high schools found that nearly a million students are enrolled in some kind of school-sponsored service program, with the vast majority doing so voluntarily as opposed to required school service. There is also a rising interest in service activity on many college campuses, supported and nurtured by Campus Compact and similiar organizations. What all these trends suggest is that students will respond to a call for help if they are asked to serve, given a concrete task to accomplish, and if there is a reasonably clear pathway through which they can become involved. There is among youth a reservoir of positive feelings about community service and despite the signficant barriers erected by educational

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institutions, the workplace, and the larger society,, many youth still manage to volunteer, though on a sporadic basis.

Attitudes about National and State Service

A majority of youth approve of a national service program. The Gallup Poll in fall, 1986 found that the majority of 13-17 year olds even favor a mandatory program of national service--with 62% of both sexes favoring a one-year program of military or civilian for males, and 56% of the respondents supporting such a program for females. These proportions were similiar to those found among 18-24 year olds in 1984, but show a definite trend toward far more support for a mandatory program since the late-70's, when the approval rate was only 42% (Gallup, 1979). (I question whether respondents to the Gallup Poll understand that they are being asked about a required program, since that dimension of it is not highlighted. Rather, distinction between civilian and military service, between male and female participation are emphasized. Thus, the respondents may be giving their opinions about certain forms of national service, rather than its voluntary or mandatory nature.)

The Gallup Poll has not recently surveyed youth about a voluntary national service program, but other older studies have shown that there is far more support for such an approach. Studies in North Carolina in 1980 and Minnesota in 1980 and 1982 found that high school students (90%) overwhelming favor voluntary program over mandatory ones.

Similiarly, strong support by secondary school students for a voluntary state service program was found in Minnesota in 1985. The question was posed as follows:

Several states and Canada have a voluntary community service program for 16-22 year olds. They involve a year of fulltime service to the community doing such things as working in hospitals and schools, building nature trails, working with the poor and elderly, etc. Youth get paid just enough to live on and at the end of the program, they get a cash bonus and a scholarship to further their education. Do you think Minnesota should set up such a program?

Almost 75% of junior and senior high school students approved of this idea. This is a strong endorsement of the idea that youth can and should provide tangible help to their community and state. Students were also asked whether they themselves would sign up for a state service program. Almost half said they would like to participate in such a program. Relatively few said they would not sign up, but almost 2/5 were undecided.

The responses to the questions about a state service program are surprising in light of how the same students talked about their obligations to their community and country, in which the most frequently responses was that they owed them "nothing." There may be less of a contradiction than it appears on the surface. The key is that the state service program was described as voluntary one, not an obligation mandated by the government. Because adolescence is a period of life in which the wish to be independent and in control of their lives is very strong, the notion of "owing the community and country something" is not accepted very easily. It appears that many young people are willing to serve society, but on their terms, not because they are required or obliged to do so.

What Youth Can Do About Their Social Ills

In two Minnesota Youth Polls, students were asked "What kinds of problems do you think young people can do something about or help

prevent?" The most frequent focus (80%) was on problems that directly affect their age group such as drug and alcohol abuse, teen pregnancy, academic failure, and delinquency. Issues such as stopping nuclear war, helping the disadvantaged, improving the environment, decreasing world hunger, working with the mentally ill, reducing crime and reducing unemployment were also cited, but quite infrequently. About 13% argued that, as teenagers, they could not have any impact on solving community problems. Some spoke vividly about their sense of powerlessness:

> "We don't feel that as long as we are young people that we change much because to a great extent, we don;'t have control of our own lives or the environment around us."
>
> "Not much we can do. They don't think we know what were talking about."

The quotes from these youth dramatically demonstrate the need for a program of national service to counteract their sense of apathy and powerlessness and to explore their capacity to be needed and make a difference.

Furthermore, the discussion on youth's ability to fulfill unmet needs suggests two other principles: 1) because young people can generate long lists of community problems, it suggests that youth themselves should be involved in the process of designing service programs since they appear to be competent in analyzing community needs and 2) they are experts on the problems that adolescents encounter and have the capacity to influence their peers and young children in ways that adults do not.

A recent study of national service by Danzig and Szanton suggests that there is great ambiguity about whether volunteer service has positive effects on the social, psycholcgical and intellectual development of young people, particularly those in school-based programs. As the author of the largest study of school-based service programs, I wish to unambiguously state that we found that participation in community service, internships, and other experiential learning programs in schools did increase the level of personal and social responsiblity of participipants, did result in more positve attitudes toward adults and other with whom they worked and did increase their willingness to be active in the community. Nearly all students gained in terms of career information and exploration. They also showed modest increases in self-esteem. Finally, students gained intellectually in terms of their problem-solving ability, particularly those who had an opportunity to think about and reflect on their community service experience. These findings parallel those found in studies of Peace Corps participants, those involved in volunteer work camps, and the like. There is a strong and consistent body of evidence that well-designed and well-supervised community service programs positively impact the social and psychological development of young people.

I believe that national service, and particularly a bill such as this one which supports state and local efforts, can help to reaffirm the most fundamental of our values, i.e., that we accept some measure of personal responsibility for the welfare of all others in our community. We must help young people reaffirm their belief in their power to change the world and to do so out of a deepened love

and concern for others. We must help youth develop and test their skills for effective citizen participation and have the chance to act on their humanitarian ideals. We must require that the agencies and institutions that serve youth make central to their mission the nurturance and practice of skills and values that will assure our survival into the 21st century. In short, we must create a strengthened service ethic in our society. I think national service is one important route to that end.

Mr. MARTINEZ. Thank you, Ms. Hedin.
Mr. Smith.

STATEMENT OF DAVID SMITH, PRESIDENT, NATIONAL JOB CORPS ALUMNI ASSOCIATION, WASHINGTON, DC

Mr. SMITH. Mr. Chairman, I would like to thank you and the members of the Subcommittee on Employment Opportunities for giving me this opportunity to testify on behalf of national service.

I am here representing the National Job Corps Alumni Association, headquartered in Washington, D.C., to express our support of a voluntary national youth service initiative.

I am a graduate of the Breckenridge Job Corps Center, now known as the Earle C. Clements Job Corps Center in Morganfield, Kentucky.

I dropped out of high school at the age of 15 and with little education and no vocational training, there were no job opportunities available to me. An acquaintance of mine who had completed the Job Corps training program told me about it and the benefits that it offered.

After further investigation, and because of the stipend the Job Corps offered my family and me, and the fact that I could get a GED and could receive training in a vocation at the same time, I decided to join the Job Corps.

After I entered the program, the Job Corps gave me a sense of self-esteem, especially after I completed my GED in only five months. I had a good counselor who helped to build up my self-confidence and belief in mankind. The Job Corps was definitely the foundation I needed. It gave me the motivation to go on to college, where I earned both a bachelor's and a master's degree.

I am currently employed as an administrator with Res-care Corporation, a Job Corps contractor and health care company located in Louisville, Kentucky. My responsibilities are to develop and operate community homes for the mentally disabled individuals and to train these individuals to live outside of institutional settings.

Given my background and experience, I see youth service as a concept long overdue and can perhaps enhance existing programs that are currently in place and have proven track records, such as the Job Corps program.

I commend Congressman Panetta and others for seeing the need to help young people beyond the age of 21.

It has been said that America's youth are the most precious natural resource that we possess. I most certainly agree with this statement. The future of this nation is our young people, and it will depend upon their employability, productivity, and civic pride if we are to continue the momentum as a world leader.

We must have alternatives to idleness and social alienation. As this illustrious committee well knows, since most of you have Job Corps centers in your district or State, the Job Corps program has been very successful in training youth between the ages of 16 and 21.

Knowing the mood of Congress, I do not see the purpose of a national youth service initiative duplicating these services. However, I see it rather as an augmentation of such programs. There do exist

distinct differences between the programs, and the National Youth Service initiative could fulfill several important functions that are not presently addressed by Job Corps.

As local programs, youth would not have to leave home to take advantage of this opportunity, and the community would benefit on their investment from the actual public service performed on the local level.

Further, such a local program helps to alleviate youth unemployment, giving youth of the community a sense of respect, accomplishment, self-esteem, and increased pride in civic awareness.

Another benefit to the locally-based youth service program is that the seed money for the program would remain in the community and continue to generate benefits to the local economy.

Most youth employment programs target young people between the ages of 16 and 21. It has been our experience at the National Job Corps Alumni Association from calls to our toll-free assistance hotline that many young people between the ages of 21 and 24 also need guidance and assistance but find few agencies available to help them.

A National Youth Service program can uniquely reach these individuals currently not being served by the Job Corps or other federally-funded programs.

Ideally, youth service programs would include substantive experiences that would benefit the recipient on a long-term basis. Through the Job Corps program thousands of young people have found an alternative and a support system that allows them to become viable citizens; however, there are thousands of other young people that the Job Corps program does not affect.

By offering the opportunity to perform public service to these youths, this country will also provide an avenue to thousands of young people who will discover the joy one receives from volunteering to help mankind, while contributing to the solution of youth unemployment.

A voluntary National Youth Service program can be a great benefit to this country and can serve as the impetus to renew the commitment and sense of pride in America that has been the key to America's greatness.

[Prepared statement of David Smith follows:]

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Mr. Chairman, I would like to thank you and the Members of the Subcommittee on Employment Opportunities for giving me this opportunity to testify on behalf of national service. I am here representing the National Job Corps Alumni Association, headquartered in Washington, DC to express our support of a voluntary national youth service initiative.

I am a graduate of the Breckenridge Job Corps Center, now known as the Earle C. Clements Job Corps Center in Morganfield, Kentucky. I dropped out of high school at the age of 15 because of a chaotic family life, and of course with no education nor training, there were no job opportunities available for me in my hometown of Alexander City, Alabama. An aquaintance who had completed the Job Corps training program told me about it and the benefits it offered. I investigated a little further and because of the stipend Job Corps offered me and my family, the fact that I could get a G.E.D. and at the same time receive training in a vocation, I decided to join the Job Corps.

After I entered the program, Job Corps gave me a sense of self-esteem, especially after I earned my G.E.D., which took me only five months. I had a very good counselor who helped to build up my self-confidence and belief in mankind. Job Corps was definitely the foundation I needed and gave me the motivation to go on to college to earn both a bachelors and masters degree.

I am currently employed as an Area Administrator with Res-care Corporation, a Job Corps contractor and health care

company located in New Orleans, LA. My responsibility is to open and operate homes for the mentally disabled and to train these individuals to live outside of institutional settings.

Given my background and experience, I see youth service as a concept long overdue and can perhaps enhance existing programs that are currently in place and have proven track records, such as the Job Corps program. I commend Congressman Panetta and others of you for seeing the need to help young people beyond the age of 21, and it is good to see the mood of the country focussing on our youth.

It has been said that America's youth are the most precious natural resource we possess and I most certainly agree with this philosophy. The future of this nation is our young people and it will depend on their employability and productivity if we are to continue the momentum as a world leader. We must have alternatives to idleness and social alienation. As this illustrious Committee well knows, since most of you have Job Corps centers in your district or state, the Job Corps program has been very successful in training youth between the age of 16 and 21. Knowing the mood of the Congress, I do not see the purpose of a national youth service initiative duplicating services currently offered by programs such as the Job Corps, but to augment Job Corps. There exists distinct differences between the programs. Job Corps already has a network in place

that works with disadvantaged youth who may need to be placed in residential centers away from their home communities. The program provides wholistic training, information, advice and specific vocational trade skills for furthering their education. Additionally, Job Corps's fine program currently has a built in network of experienced counselors and community referral and resource systems. However, the National Youth Service initiative could fulfill several important functions that are not presently addressed by Job Corps.

As local programs, youth would not have to leave home to take advantage of this opportunity and the community would realize immediate benefits on their investment from the actual public service works performed on the local level. Whereas in many instances the Job Corps program provides structure and removes troubled young people from negative home environments, this initiative would serve those youth who would benefit from public service but who do not want to leave home.

A National Youth Service has the flexibility to address and respond to locally determined public service needs and lacks the rigidity of federally imposed criteria. Further, such a local program helps to alleviate youth unemployment, gives the youth of the community a sense of respect, accomplishment and self-esteem and increases pride and civic awareness. Another benefit to the locally based youth service program is that seed

money for the program would remain in the community and continue to generate benefits to the local economy.

Most youth employment programs target young people between the ages of 16 and 21. It has been the experience at the National Job Corps Alumni Association from calls to our toll free assistance hotline that many young people between 21 and 24 years of age also need guidance and assistance but find few agencies available to help them. By extending the age group to 24 years, the National Youth Service program can uniquely reach those individuals currently not being served by Job Corps or other federally funded programs.

Ideally, youth service programs would include substantive experiences that would benefit the recipient on a long term basis. Examples of such experiences might include teacher aides, library assistants, office aides, volunteers in hospitals and clinics, and nursing home aides to name a few.

It is my hope that public service would include more substantive positions than youth serving as messengers, maintenance workers and other performing other menial tasks that would not provide meaningful experiences toward becoming self-sufficient and productive citizens.

Through the Job Corps program, thousands of young people have found an alternative and a support system that allows them to become viable citizens. However, there are thousands of

other young people that the Job Corps program does not affect. By offering the opportunity to perform public service to these youth, this country will also provide an avenue to thousands of young people who will discover the joy one receives from volunteering to help mankind, while contributing to the solution of youth unemployment.

A voluntary national youth service program can be a great benefit to this country and can serve as the impetus to renew the commitment and sense of pride in America that has been the key to America's greatness.

Mr. MARTINEZ. Thank you, Mr. Smith.
Ms. Boyd.

STATEMENT OF LESLI KAY BOYD, YOUTH SERVICE VOLUNTEER, WASHINGTON STATE SERVICE CORPS, OLYMPIA, WA

Ms. BOYD. Thank you. Good morning.

Mr. Chairman, committee members, I would like to thank you for the opportunity to speak before you today.

I am the type of person that you have been talking about all morning.

For the record, my name is Lesli Boyd. I live in Olympia, Washington—the other Washington. I am a proud graduate of the Washington State Service Corps program.

My purpose here today is to implore you to support the concept of service programs, to help other young adults the way the program helped me.

I would like to take a moment to tell you of my experience with the Service Corps and a little history of myself, to give you an idea of how I became involved. When I discovered and enrolled in the Service Corps, I had been unemployed for nearly a year.

I had been on my own from the age of 14. I did not qualify for any kind of job that would allow me to adequately support myself. When I finally did find a job, it was as a cocktail waitress for four and a half years. I was a high school dropout and then held a variety of other jobs.

Through the Service Corps I was placed in the Thurston County Economic Development Council. It is a business which works to attract jobs to our community. The motto of our business is, "Our Job Is Jobs."

With the encouragement of the Service Corps staff and the Economic Development Council staff, I was able to attain my GED with extremely high scores. I also learned valuable research techniques, report-writing skills, project organization skills. I staffed volunteer committees and met with the public on a regular basis. Most importantly, I gained the confidence to succeed at anything that I set my mind to.

When I graduated from the Service Corps program, I was hired as a legislative aide for Senator Joe Tanner. I worked through the 1987 legislative session, and after the legislature ended, I was immediately rehired by the Thurston County Economic Development Council, where I am currently employed.

In summary, my experience with the Service Corps has given me the credentials, the job experience and a sense of self-worth that I so desperately needed to survive in this world. Now I feel that my future is unlimited, whereas before I felt I had no future.

I ask you to give this opportunity to other young adults by your support of service programs. It helps open the door to endless opportunities.

I might add that I have been listening to the questions today. I am really concerned about the education requirements on some of the bills. Some of them that I previewed required a high school diploma.

I did not have a high school diploma. I did obtain my GED. But I have been able to give back to the community ten hundred percent of anything that I have been given. I am an active member of the chamber of commerce. I am an active and caring member of the community. I was just inducted into the Kiwanis, the seventeenth woman in the State of Washington since they have opened it up to women.

Service programs are so valuable, and, as a young person, I am living proof. I am not on welfare. I am not a drug addict. I am not a prostitute. I am a productive member of society, and I think because I had a constructive direction and constructive way to go, I am able to give back to my country, my community, a lot more.

Thank you.

[Prepared statement of Lesli Kay Boyd follows:]

PREPARED STATEMENT OF LESLI KAY BOYD, YOUTH SERVICE VOLUNTEER, WASHINGTON STATE SERVICE CORPS, OLYMPIA, WA

My name is Lesli Kay Boyd. I live in Olympia, Washington, (the other Washington). I am a proud graduate of the Washington State Service Corps Program.

My purpose in being here today is to implore you to support the concept of Service programs, to help other young adults the way the program helped me.

I want to take just a moment to tell you of my experience with the Washington State Service Corps and what a dramatic difference it has made in my life.

When I discovered and enrolled in the Service Corps, I had been unemployed for nearly a year. I had been on my own from the age of 14 and did not qualify for any kind of job that would allow me to adequetly support myself. I was a High School drop out. I had held a variety of jobs and then worked as a cocktail waitress off and on for 4 1/2 years.

Through the Service Corps I was placed in the Thurston County Economic Development Council, a business which works to attract jobs to our community. With the encouragement of the Service Corps staff and the Economic Development Council staff I was able to attain my Graduate Equivalency Diploma (GED) with extremely high scores. I also learned valuable research techniques, report writing skills, and project organization. I staffed volunteer committees and met with the public on a regular basis. Most importantly I gained the Confidence to succeed at anything I set my mind to.

I graduated from the Service Corps and was hired as a Legislative Aide for the 1987 Legislative session by Washington State Senator Joe Tanner. After the Legislature ended, I was immediately re-hired by the Thurston County Economic Development Council as a Data Research Coordinator.

In summary:

My experience with the Service Corps has given me the credentials, job experience and the sense of self worth that I so desperately needed to survive in this world. Now I feel that my future is unlimited whereas before I felt I had none. I ask you to give this opportunity to other young adults by your support of these valuable service programs. It helps open the door to endless opportunities.

Thank you.

Mr. MARTINEZ. Thank you.

The testimony has been excellent. It highlights some of the things that we have been thinking about.

Let me ask Dr. Newman a question. There are a couple of thoughts in my mind, and your testimony brought to mind a situation in Mexico. In Mexico, they have a system for paying for the education of people in professional life, lawyers, doctors, et cetera. In fact, I hosted a gentleman doctor from Mexico, from Merida. His education was fully paid for by the government; which is what Mr. King said, public education for all levels should be paid for at public cost.

The only problem with that is, you know, after a certain level it gets to be expensive, and we have accepted paying for K-to-12 in public schools, except for those people who can afford to send their children to private schools.

That has been a big burden, and I think that most local communities are the same way. It is a problem of getting bonds passed to provide for school necessities. Those people who have children in school age do not go out and vote for them but the older people who feel their obligation has passed do vote, and sometimes, because they are the most consistent voters, we do not get the bonds passed that we need to provide for the public education system.

So it is an ongoing problem. But there is a way to pay it back, one of the ways is low they do it in Mexico. When a doctor like this has received his education at public expense or government expense, they require him—I think it is through all of his career—to provide community service in a community hospital at least three days a week.

Now, if he wants to work a 6-day workweek, the other 3 days he can have a private service. This particular doctor did, and he was quite wealthy from the three days' private work that he did. And he still gave the same quality of work because a civic pride instilled in him because his education was attained at government expense. He provided service to people who could not afford to pay even as a form of socialized medicine.

I think that when there is an option there, and an opportunity to practice privately and make money—and many doctors like him in Mexico are the same way—that maybe there should be some system like that in the United States in terms of the cost of education.

Students today are worried about the loans they have to pay back, not about the community service they should provide, and not even about the quality of service they provide; just make the dollars as fast as you can and get out from under the terrible debt burden.

Could you see in this country some kind of a program being accepted by the public that will train and educate? We need to train and educate qualified people who might not otherwise get the education because their parents do not have the money, or may don't have their own and could not get grants or loans. They may not want to go into that kind of debt and have that burden. Train and educate them, and then have them pay it back through service they would provide to the community.

We had a form of it, really, in the GI bill, because, you know, you went in the service, you volunteered for three years, and then you got the benefit of the GI bill. Right after World War II, they were enticing a lot of people into the service on the basis of an extended GI bill benefit, and these young men realized that they could go into the service for two or three years, qualify for the GI bill, and come back and get the education that their parents would not be able to otherwise provide for them.

Mr. NEWMAN. I think an even closer analogy is ROTC. I think the GI bill was an excellent program. Many got through college on the GI bill. Wonderful program. And there is no question that G.I.s had a very powerful sense of service and responsibility.

And, incidentally, it bears on the point that has been made by almost everybody in this panel, and that is that people went out and got some experience in the world and then came back to schooling and, contrary to the expectations, did better. And that has proven true all the way along that very program. People who have gone off to the Peace Corps and come back to graduate school always turn out to be better students as a result, not any more public-spirited students, but better students in the conventional sense.

I am thinking about your comment, Mr. Chairman. If you think about the ROTC as one vehicle of that, why not think about—we put a program together that is now being tested out in a couple of locations—what about an ROTC for teaching, for example, or medicine, the way you are talking about?

We think we are going to be short of teachers. We are already short of teachers in New York City. We are already short of teachers who have math and science skills. There are two ways to think about it. One is the one you mentioned in the Mexican example of service over a period of time that continues on for a long distance.

The ROTC is a slightly different variation, which is you do all your service, but you do it up front.

When we put that proposal together, we talked to the Pentagon people that run the ROTC program, and we asked them, what kind of reaction do you get from ROTC officers. Do you, for example, find that ROTC officers put in their time and do just whatever they have to do and then go home?

They said, no, ROTC officers usually ask for the toughest assignments. We said that is fascinating, why?

They said, well, they say, look, I am here only to serve; I do not have to make a career out of this, so being a parachute officer or submarine officer is the most exciting thing I can do. That may not be the thing that leads me to the best career; I don't care about that.

As a consequence, they found that there was this terrific willingness to go out and do whatever was necessary.

We were very impressed. The harder we looked at ROTC, the more we said, that is a good model for this country.

I think you could do it in medicine, and, in fact, we had a partial version of it until the administration cut it back considerably in the public health service arrangement.

But I think you could spread that and get the kind of benefits that you are talking about, and we would be just enormously better off.

I do not think you have to cover the full cost, for we do not do it for ROTC now, which makes it considerably less costly. But you can sure make it possible for kids to go through school, come out, put service into teaching or medicine, or whatever, and then go on about their careers.

Mr. MARTINEZ. We do have slight variations of that. There is a loan program now in which if a person is going to become a doctor, they still have to pay the loan back, but to be able to get the loan, they have to promise to do service in a particular community, community of origin, generally. There are some severe penalties if that person does not fulfill the commitment afterward.

Mr. NEWMAN. We looked at loan forgiveness programs as a mode. I think they are nowhere near as effective as the ROTC programs. I think one thing you could do with an ROTC for teaching is, if you decided after a year of service you did not want to complete a second or third year, whatever it was, then it becomes a loan. But the ROTC has some big advantages.

First of all, when you sign up in ROTC, you start immediately. This is not some future commitment you are making. When you start, you go to college; you sign up for ROTC; you put on the uniform; you are part of it; you do weekend and summer work. So you are getting pragmatic work as you go along.

There is much more of a bonding, much more of a sense of service. This is not just some way you pay off your college; it is participation. So, our conclusion was that you could have loan forgiveness, but the real way to do it is to start with a commitment of the kind you get with ROTC.

Now, I think you can think of all kinds of variations, and I do not think that one answer is the right one. I think you need many.

Mr. MARTINEZ. Mr. King, you touched on the fact that people came in and said, well, so-and-so did it, and I can do it, too, you know. Success breeds success, you know, and peer group success is sometimes the best way to show people that they can achieve and accomplish.

I will never forget something that Terrel Bell said when he was appearing before one of our committees: there is nothing so rewarding to those in the field of education as when they look into the face of a young person that has just discovered that he can learn and see that light go on.

And sometimes it comes from the people you associate with in the neighborhood, friends, who have become successful. They say, how did Johnny do it, you know? Well, if he can do it, I can.

You see, one of my problems is that I made it appear so easy to go from a small-town mayor to the Congress in less than two years, and everybody wants to run against me now. They think, if I did it, they can do it, too. [Laughter.]

A big factor, I think, in breeding success in neighborhoods and communities is the experience that you had.

Would you like to elaborate on that a little?

Mr. KING. Well, I want to even put it in context that goes like this. In the sixties, almost everyone I know—a lot of young

people—when you asked them what kind of job they wanted, they said they wanted to be a community worker. Why? Because we are in the struggle, and people are organizing, and they could see the kind of things that were happening around them in their community, and so they were not even asking how much it paid, because you know they pay little, but they wanted to be organizers because it was involved in changing the face and the focus of the community.

Now, I think if you go across this country and you examine the places where organizing was taking place during that time, and you go and look at the police statistics, you will find that there was a reduction in crime—that people had more access to their streets.

I think it is very clear that as the young people are involved in dealing with those things that affect their lives—and I agree with Mrs. Hedin, when she indicates the things that the young people say they would want to do—but I want it clearly understood that as young people are involved in the process of change, and they know that they are about doing things that are relevant, not only does it spread up and down, but the impact of getting people to change from self-destructive behavior to community behavior that is very supportive is just so great that I do not understand why we are at this point of not recognizing how valuable it could be.

Mr. MARTINEZ. Not enough of the 435 people in Congress—535—have had enough experience with instances where there has been success in something like that.

Mr. KING. Well, they obviously are ignoring the reality of what is happening in some places, in some streets, and I think we are turning our back on it. It is almost like a triad situation here in this country where we are saying that those young people who are on these streets, we are just going to send to the scrap heap; that we are not going to attempt to do anything about them.

I think that we need to do a better job of analyzing what, in fact, the costs are of our failure to do the kind of programs we are talking about. We look at it and say, well, it is going to cost a lot of money to do it. I think the cost to do it is minuscule in terms of the social and economic cost of our failure to do it.

Mr. MARTINEZ. I believe you are right.

Ms. Hedin touched on the fact that these people have civic pride and community interest; they just want to know that what they are doing is really worthwhile. And they do not do it just for the pat on their back; they want to know that it is worthwhile.

Ms. Boyd, I think, is an example of that. When you started out, you realized that you could achieve and accomplish anything that you set your mind to. I think it had to start from a basic premise that what you were doing at the time they were teaching you was worthwhile. Isn't that so?

Ms. BOYD. When you feel good about what you are doing, it makes you feel good about yourself, and it precipitates that.

Mr. MARTINEZ. Just continues to grow.

Mr. Smith, you are an alumnus of a program that I think is the greatest thing in the world. You take young people who are at their avenue of last resort, and you give them an opportunity. More importantly, the whole program teaches them self-worth, self-

confidence. It gives them a self-image that is valuable. And that is a big part of it.

In Job Corps, we have seen the Mathematica, Inc., study that shows that for every dollar invested by the United States Government, they return anywhere from $1.35 to $1.48, so you and your experiences have already, since you have graduated from there and gone on to work, have returned tenfold that investment in you.

In these programs we look at as Mr. King has said, we have tendencies to think in terms of what it is going to cost, not of them being an investment.

Would you like to comment on the fact that it is an investment? You are living proof it is, because you have been an asset rather than one liability you might have been, had you not had the opportunity.

Mr. SMITH. Mr. Chairman, thanks again.

And I do agree with Mr. King and also Dr. Newman. I shudder to think if I had not gone into the Job Corps where I would be now presently. I had occasion to go back to my home town about eight months ago, and a lot of the people that I had grown up with, several of them are now in prison for long terms; a couple of them are now, as I was told, confirmed drug addicts, and things like that.

It was only through Job Corps.

And also I want to add that I feel, as Ms. Boyd does, that I can do anything that I want to do now and eventually be sitting up in your seat. [Laughter.]

Mr. MARTINEZ. Very good.

Mr. Jontz.

Mr. JONTZ. Thank you, Mr. Chairman. I have no questions.

I do want to thank each of the witnesses for what has really been outstanding statements, and I do want to make a brief comment to several references that have been made this morning to the GI bill.

I believe I am the only member of this subcommittee who also sits on the Veterans Committee, and I might state for the record that, as you well know, Mr. Chairman, we just recently passed some legislation to make the peacetime GI bill permanent law, and it might be interesting for the panel and the other members to know that at the present time approximately 67 percent of the young people who are joining the armed services today are signing up for the peacetime GI bill.

They make a contribution from their pay of $100 a month for 12 months to qualify for up to $10,800 of education benefits, and, as a member of the Education, Training and Employment Subcommittee of the Veterans Committee, I was a part of a field tour at the basic training camps, several of them, of each of the branches of the service, and we talked to the recruits and asked them why they were there, what they were doing.

The two reasons that were cited most frequently—I suspect there were some other reasons that were important but not cited—for their enlistment in the armed services were, one, they were interested in being of service to their country, and, two, they were interested in looking toward their future educational needs.

Now, as I say, those young people knew we were there for a specific reason, and there are probably some other reasons that they were in the armed services besides the two that they mentioned,

but I find it very interesting to hear them articulate that concern, and I think what Mr. King has said is quite on the mark, and that is that we ought to provide a similar source of opportunities to those who wish to serve their country in other ways.

I just wanted to make that brief statement about the GI bill, because it has been a tremendous success, and I think we can learn some lessons from that and perhaps use them in refining this legislation and moving it forward.

Let me again say thanks to each of the witnesses for outstanding testimony.

Mr. MARTINEZ. Thank you, Mr. Jontz.

Let me just ask, in closing, one last question of Ms. Hedin.

How many of the street youth would really be attracted to the educational component of these programs, in your opinion?

Ms. HEDIN. Well, I think, apropos of what Mr. King said, I think that it would be very attractive.

I work with a program which is a national program called Career Beginnings, in which we are attempting to find ways for low-income minority youths to move into higher education, and in our small program of 100 youths who are now graduating seniors with support, with mentors, with assistance to find out how to get into college, 85 percent of our 100 students want a post-secondary education. These are all low-income minority youth.

I really think that the studies I have done and other people's studies would say that the vast majority of all young people in this country want higher education. They do not know how to get it, but they want it.

Mr. MARTINEZ. Dr. Newman.

Mr. NEWMAN. That was brought out by the experience of Eugene Lang in New York. If the students believe that it is real, if they believe that they could achieve it, if someone cares enough, they can do it.

Mr. MARTINEZ. I think your last statement is the key to it. You have to make them believe and realize that it is to their benefit to help.

Mr. NEWMAN. Can I just add one other point?

Mr. MARTINEZ. Yes, of course.

Mr. NEWMAN. Ms. Hedin made the point about young people wanting these things, and, at the same time, there seems to be the sharp decline in civic responsibility among young people. How do you reconcile these?

I think the key in understanding that is, young people need to hear a clear signal from society. They do not hear that signal. They heard it under Kennedy and the Peace Corps: ask not what your country can do for you. I mean, that whole thing sent a very clear signal.

Even holding these hearings, passing a bill, putting attention on the subject, creating a program, is sending a clear signal to young people, and that clear signal is getting louder on every campus. We have had in the Campus Compact of a couple hundred, where the president has gotten up and said, you ought to be involved in community service. It has doubled and quadrupled the number of students involved in this.

So, we need a signal going out there, and I commend you, because I think you are giving it.

Mr. MARTINEZ. Thank you very much, Dr. Newman.

I want to thank you all for coming.

Mr. King.

Mr. KING. I wanted to respond to that point about the education. In starting my testimony, I indicated that we have this youth entrepreneurial program, and one of the issues in all of this work with youth is the level of expectation, and there is a direct correlation between what we expect of youth and how they respond to it. And if you expect little, you get little in return.

We have watched the youth in this program come off the street corners, go through what we call an achievement motivation process, and who come out of that willing to take on just things that they would not have imagined they would have been able to do, and the thirst for more information, for knowledge, for techniques, and for skills, is just boundless in terms of some of these youth.

But there has got to be a structure for it to happen. With all due respect, the presidents standing up and saying this, is good, but it does not work if there is not the structure. And I agree with Dr. Newman about the method that has to come from society, and what I would like to say, in closing, is that whatever public relations approach you have, Mr. Chairman, you know, you need to be on the Today Show; you need to be on Johnny Carson; you need to be on all of those vehicles for getting people to understand how you believe, and this committee believes, that this is an important issue and a value that we hold for this society.

Mr. MARTINEZ. I agree with you wholeheartedly that we need to send that signal, but we need to do more than just send a signal in words; we need to do it in structure. We have to provide the ladder that is needed if we are going to challenge these young people and raise their expectations; they have to have a way to get up, and we have to provide that ladder.

In closing, I would like to ask any of the panel if they have anything that they would like to say as a last statement, anyone?

Ms. Boyd.

Ms. BOYD. I would like to say something.

You talk about a ladder. Before you put the ladder out, somebody needs to hold a hand out to help them up the ladder. I think this is a vehicle, and these service programs are a tool, and what you can do.

Mr. MARTINEZ. Thank you.

Ms. Hedin.

Ms. HEDIN. I would just again say that I think that it is a mistake to think that youth idealism is gone. I think it is really suppressed by a society that asks very little of its young people and that does not provide clear pathways to be of service and of help to others.

I think, when we ask young people whether they still care about helping others, we find they do, but that we provide very, very few ways for them to be responsible human beings.

Mr. MARTINEZ. I think you are absolutely right.

Mr. Jontz, anything else?

Mr. JONTZ. I have nothing more.

Mr. MARTINEZ. Thank you all again for coming in from the places that you have come from. I know, in your case, it is a long way. We appreciate it. Thank you very much.

We are adjourned.

[Whereupon, at 11:20 a.m., the subcommittee adjourned, to reconvene upon the call of the Chair.]

[Material submitted for inclusion in the record follows:]

PREPARED STATEMENT OF TODD CLARK, EDUCATION DIRECTOR, CONSTITUTIONAL RIGHTS FOUNDATION, LOS ANGELES, CA

Mr. Chairman, while discussions of HR 460, the Voluntary National Youth Service Act are underway, I would like to call the attention of your subcommittee to the equally important need to establish within American secondary schools ongoing programs which encourage young people to provide voluntary service in a wide range of school and community settings. Such programs will meet well-known and important educational and community needs, and in so doing will help young people develop an appreciation for the role the individual plays in our democracy as a volunteer, as well as the leadership skills necessary to become an effective participant in our democratic society. In their recent book, National Service: What Would It Mean?, Richard Danzig and Peter Szanton concluded that such programs would, "help instill a sense of service as an important part of education," and that, "The program could be of value to a student's personal growth, and it could contribute to the accomplishment of public service work." As Congressman Leon Panetta said in his recent testimony before the Subcommittee on Human Resources of the Post Office and Civil Service Committee, "Scores of young people have turned to drugs, alcohol and countless other vices to occupy long hours of idleness." While his reference was to programs for out-of-school students, they apply equally to young people in our public schools for whom

service can provide an equally important alternative to potentially anti-social activity.

Since 1984, national interest in community service has substantially increased. University programs have proliferated, the conservation corps movement has grown, and the value of public school based service for high school students has been recognized. Nationally, service programs already exist in a growing number of schools. The Chief State School Officers are beginning to develop an initiative for school-based service programs among their members.

The Constitutional Rights Foundation's **Youth Community Service** (YCS) program has been operating within the Los Angeles Unified School District for three years. As a product of this three year pilot project, twenty-two public high schools currently sponsor YCS groups incorporating four hundred and fifty (450) youth who assume significant responsibilities for service projects, develop leadership skills, interact with their communities, recruit peers for service and gain insights into the service ethic. Through their efforts, during the 1986-87 school year, over eleven thousand Los Angeles area young people have taken part in community service projects (See Attachment C for detailed report).

Los Angeles City schools have been an exceptional laboratory in which to develop our community service project. The twenty-two high schools include both urban and suburban locations and function on both year-round and traditional school academic

calendars. Low-income youth work with more affluent students in a racial mosaic of growing diversity as immigrants stream into the city. Eleven of our twenty-two sites are ranked among the bottom forty high schools in the California SES (socio-economic standard) Rank for High Schools out of 780. The low income of many of these students poses a unique challenge since their personal financial situations can limit their availability for service involvement.

Key educators recogn.ze the need young people have to engage in meaningful experiences outside the classroom. Academic instruction is necessary within the school structure to encourage critical thinking, analysis and the acquisition of accurate information. Our academic curricula lets youth know how society values reading, writing, science, math and the social studies. A mandate for service lets youth know that society places a premium on the service modality. Since volunteer service providers have a long-standing history of contributions never met via business or government, this learning experience develops personal values intrinsic to the survival of our country.

In California there is interest on the part of several state legislators in encouraging school districts to create high school community service programs. In addition, the new state History/Social Science Instructional Framework strongly recommends that schools provide service opportunities that are linked to the curriculum.

A high school community service experience can provide unique educational opportunities unmet within the traditional classroom setting. In the Los Angeles Youth Community Service program, youth examine key issues affecting their communities. They practice essential citizenship skills, demonstrating the necessary leadership to execute successful community projects. Furthermore, they recruit their peers to participate, thereby impacting a larger population with the service ethic. Planning and making decisions within their school groups affords the young people the reflection needed to synthesize their experience and impact their personal growth and development. The service experience breaks down feelings of isolation, apathy, disenfranchisement and powerlessness which often plague our youth. All youth can excel within this medium.

The Constitutional Rights Foundation (CRF) has received in excess of 100 inquiries from agencies, schools and individuals nationwide regarding YCS (See Attachment A). Presentations have been made at numerous national conferences by CRF staff, high school students, teachers, principals and key administrators from the Los Angeles school system. YCS has been featured as a model program in the Carnegie Foundation's Student Service monograph, and reported by Education Week (February 25, 1987) and ProEducation Magazine (November 1986). (See Attachment B)

As we reach the end of our three-year development period the Constitutional Rights Foundation is prepared to advance the

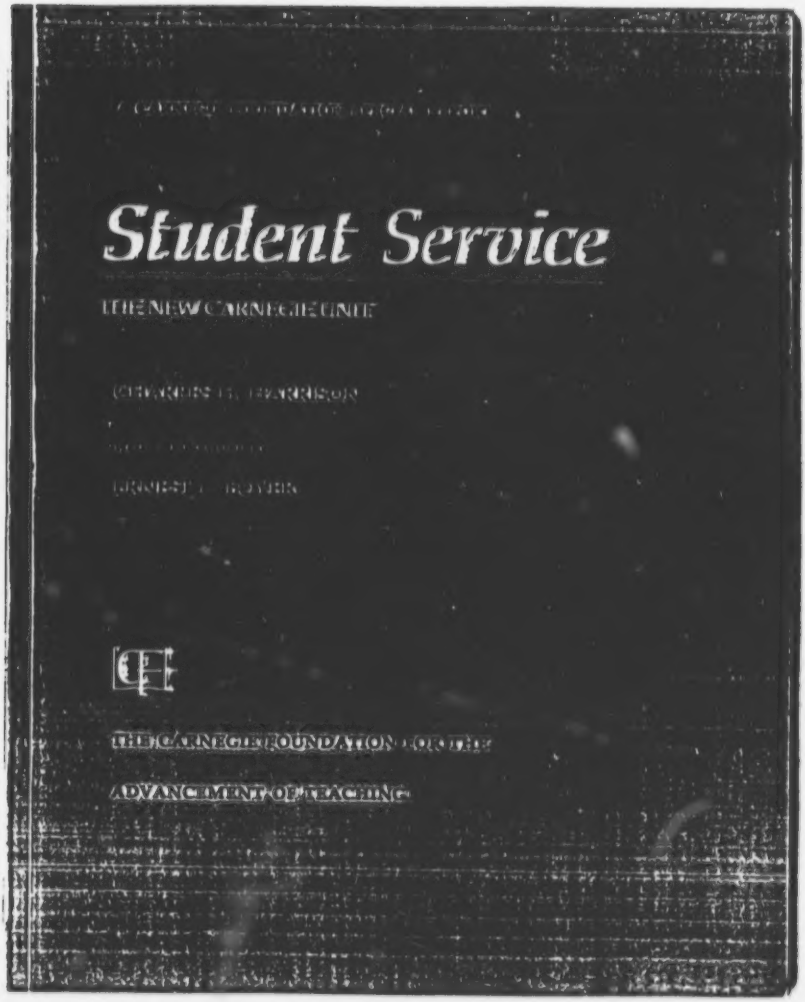
national and state service movement with Youth Community Service by:

- maintaining the model program throughout Los Angeles Unified School District and
- providing outreach and awareness activities to affect policy and involvement in community service in California and throughout the nation.

As the youth service movement grows, we hope to use the successful YCS model and its experienced staff to help school districts throughout the United States turn this important idea into a part of the regular secondary school program.

There is much interest. Our organization and others in various parts of the U.S. have the experience -- we would be pleased to take part in the growth of this important movement. While we support the efforts of Congressman Panetta, we believe school programs can provide incentives that will help young people still in school develop a sense of commitment to the greater good of all our citizens -- a value essential to our future as a free nation.

ATTACHMENT B



Angeles said boys are still conditioned not to show much emotion, and, she added, many of the situations in which student volunteers find themselves call for great sensitivity. While a number of boys generally confirmed this observation, they also pointed out that boys are more likely to have paid work after school or be involved in scholastic sports. (However, a senior *girl* at Hudson High School volunteered five hours or more a week as a tutor of children in a special education class, worked 30 hours a week at a local fast food restaurant, and practiced roller skating in defense of her title as National Intermediate Ladies Figure Skating champion.)

Students generally are recruited for programs through homeroom presentations by "veteran" volunteers and at special meetings. Posters and fliers also are sometimes used. As with many school-sponsored activities, students often sign up because a friend did first. At a meeting of volunteers at Grant High School in Los Angeles, we sat with a group of four girls, three of whom joined the school's program because of the involvement of the fourth girl.

Students in special education classes are welcome in the programs although their assignments may be more limited than those of other students. Where schools have a requirement that students must maintain a certain grade point average in order to be involved in extracurricular activities, that requirement usually applies to the service program, too. Sometimes a community agency also may have restrictions. Ann Loeb, director of volunteers at the Putnam Hospital Center in Westchester County, NY, said she will not take students from Brewster High School (or other schools) who are failing in their courses. "They have too much responsibility at the hospital," she said. "Kids who are having academic difficulty need too much direction."

Orientation. All of the programs have some form of orientation, but the most formal undertaking is in Los Angeles. The Constitutional Rights Foundation (CRF), which conceived the Youth Community Service program for the Los Angeles Unified School District (the district will take it over completely in two years), previously had initiated another program called Youth Leadership for Action. The idea was to train young people for leadership roles in school and beyond. "We always wanted to train young people to do their own projects," said Todd Clark, education director of the

CRF. The program especially tried to tap teenagers who had potential leadership abilities but who, for reasons of plain looks, low-level popularity, and the like were not elected to student government or made officers of classes or clubs. "We wanted to develop the potential of kids in the middle," Todd said. Part of the Youth Leadership for Action program was a three-day retreat where students talked with leaders from the community and took part in a variety of role-playing and simulation sessions designed to teach leadership skills. The Youth Community Service program (YCS) has borrowed from the earlier program, although the retreat now lasts two days (scheduled in early December.) As it now works in the YCS, each fall ten to twelve sophomores are selected from each high school's YCS "club" to participate in the leadership retreat. The hope is that these young people will become the ones to help give their club direction, inspiration, and vitality, not only for the remainder of their sophomore year, but also in their junior and senior years as well.

One of the emphases at the retreat is to acquaint students with what their community is all about. "Typically, they don't have much sense of community," said Cathy Berger Kaye, project director for the CRF. One of the retreat exercises is called Discovering Community. In small discussion groups, students consider such situations as these:

- A friend is riding a bike near the school on the weekend and is hit by a passing car. What community-related groups assist or get involved in any way?
- Community pressure is mounting to close a popular neighborhood hangout. Local residents are complaining about noise late at night, crowded sidewalks, and the lack of available parking spaces. What community groups assist or get involved in any way?

Outside of the police and perhaps one or two other well-known community organizations or institutions, most students have no knowledge of the myriad of public and private groups that provide information, financial assistance, counseling, crisis intervention, and so on. The program directors take the position that students' time and energy will be better spent in the community if they know in advance what makes the community tick.

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Ninety-one students from ten high schools attended the 1984 retreat. When asked to rate leadership skill activities on a scale from "not valuable" to "very valuable," seventy-five students rated the skills instruction very valuable and fifteen found it valuable. Some of the students' comments were: "It helped me learn where I need to improve." "I think it brought us—the kids from Los Angeles—together and prepared us for one ideal and new ideas." "I now know what leadership means besides what is said in the dictionary." "I learned it isn't easy being a leader, that you have to work hard for it." "If you want to be a good leader, you must always follow the rules." "I found that I wasn't so quiet on the second day after the discussions."

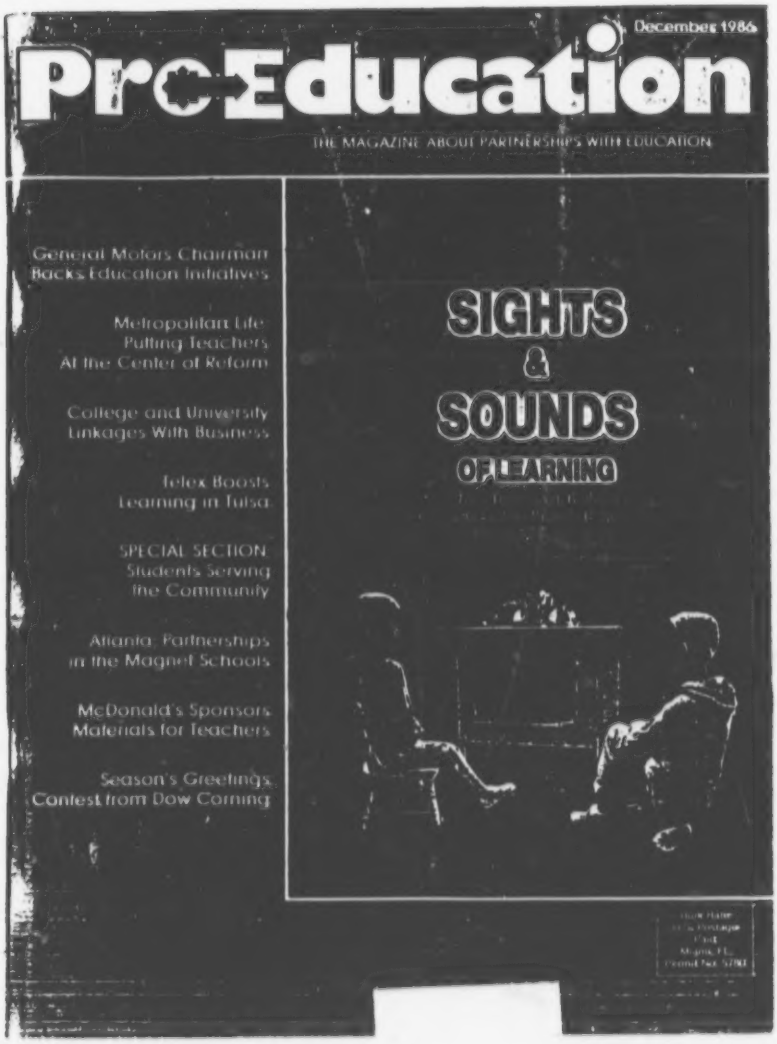
An extreme example of the impact of the retreat is a boy from the Watts section of Los Angeles who attended the 1984 retreat. According to Cathy Berger Kaye, when the boy first sat down with his discussion group, he actually turned his chair around so that he faced away from his peers and the group leader. After the retreat, Kaye said, the boy volunteered to talk to his school's PTA about the values of the program.

The other programs (lacking perhaps an organization like the CRF and also the grant money that helps pay for activities such as the leadership retreat) do have meetings where students are informed about the nature of the program (with special weight placed upon the altruistic bent), requirements of the program, roles and responsibilities of volunteers, and a description of the kinds of community organizations and school situations where students might serve.

The programs provide students with handbooks that include most of the information they need to know about the service program. The handbook typically begins with a statement of purpose. In Brewster, the purpose is stated as follows: "To provide the means by which students may volunteer their skills, time and services for the betterment of their school and community."

Placement. Again, placement experience in each of these four programs is quite different. As previously mentioned, the Los Angeles YCS clubs are designed to work as groups on community projects. In the other programs, students volunteer and work as individuals, although more than one person may be assigned to, or placed in a particular situation. The YCS club at

Los Angeles High School was only recently formed, but members talk about such group projects as helping members of youth gangs to go straight (and perhaps even to join the YCS program) and working with a community organization to act as big brothers and sisters to runaways who steadily drift into the city. The YCS clubs usually draft a proposal for a project in consultation with their teacher sponsor and community mentors.


December 1986
ProEducation
THE MAGAZINE ABOUT PARTNERSHIPS WITH EDUCATION
General Motors Chairman Backs Education Initiatives
Metropolitan Life Putting Teachers At the Center of Reform
College and University Linkages With Business
Telex Boosts Learning in Tulsa
SPECIAL SECTION Students Serving the Community
Atlanta: Partnerships in the Magnet Schools
McDonald's Sponsors Materials for Teachers
Season's Greetings Contest from Dow Corning
SIGHTS & SOUNDS OF LEARNING

STUDENTS SERVING THE COMMUNITY

Habit of the Heart

By Howard R. Swearer
President, Brown University

For over two centuries, Americans' fierce commitment to individualism has competed with their interest in the larger common good. De Toqueville called this concern for cooperative endeavors a "habit of the heart." Some observers of the current scene on college campuses, however, would have the public believe that student interest in habits of the heart have lost out entirely to what might be called "habits of the wallet," or a sole preoccupation with future earnings potential, prestige, and power.

Certainly the popular media reinforce this stereotype. Cover stories on the "Year of the Yuppie" and reports that students are more interested in high starting salaries than in serving society only seem to confirm the self-centeredness of today's students. Statements by U.S. Secretary of Education Bennett that federal student assistance is used by students to subsidize automobiles, stereos, and beach vacations only furthers the negative image of selfish college students caught up in conspicuous consumption.

Having talked with many other college presidents and judging from my own personal observations of what is happening around the nation and in Providence, I am struck by some very encouraging impressions which run counter to the popular image of today's students. Last summer, 72 Stanford students applied for 14 fellowships through the school's public service program. Recipients of fellowships volunteered to work with Mother Teresa in Calcutta, to help Salvadoran refugee children cope with the effects of violence, and to publicize the dangers of certain pesticides used in Third World nations.

A similar fellowship program at Harvard has enabled students to spend their summers counseling adolescents in emergency centers, registering voters, tutoring newly-arrived immigrants and building housing for low-income families. At colleges and universities around the country, students are increasingly sharing their talents with others in the community.

Locally, over 100 students at Providence College run errands for the elderly and handicapped in the Elmhurst district and make weekly visits to patients at the Veterans Administration Hospital. Another 100 students serve as Big Brothers and Sisters, providing friendship and guidance to Providence area children.

At Brown, over 1,000 students are involved in public service during the year. Their contributions range from short-term activities like blood drives and food and clothing collections to longer-term involvement – working in group homes for teenagers, special schools, day care centers, shelters for battered women, and rape crisis centers.

All these examples are healthy evidence that students do care about more than their own narrow personal and career goals. Unfortunately, not enough is being done to encourage this kind of commitment.

Currently, there are too many disincentives, the most formidable being financial and lack of public

A convalescent home resident enjoys the company of a young visitor from the Youth Community Service in Los Angeles.

encouragement which discourage students from public service. The federal government, which spurred on a generation of students in service to others with the Peace Corps and VISTA, is cutting back on these programs, despite President Reagan's call for greater public involvement in service to the nation and despite evidence that the need for such programs is as great as or greater than ever before. Youth public service bills have been introduced yearly in Congress and just as regularly have been tabled or shunted aside.

The federal government is not alone in shortchanging public service; colleges and universities also need to do more. Traditionally, higher education in this nation has instilled future leaders with values that emphasize a commitment to society; and educating students for the responsibilities of democracy has been one of the major goals of higher education. But education for civic responsibility has not received the attention it deserves in the last couple of decades.

In addition to making career counseling and information about public service more available, colleges and universities need to redress the financial disincentives which discourage students from taking time out to serve others.

At Brown, scholarships from the Starr Foundation go to students who take time out before or during college to make meaningful contributions to the community. These modest scholarships do not "pay" students for their volunteer activities; rather they make up the difference in tuition that results from postponing graduation for a year. Even without scholarships, colleges and universities can recognize young people who have distinguished themselves through volunteer work by giving preference to those individuals during the college admission process.

Although the federal government is cutting back its involvement in public service, a number of state and municipal governments are taking steps to foster an ethic of service among youth. So far, these programs have been successful in avoiding the two pitfalls of any public service program: the trap of providing nothing but make-work jobs, and the danger of becoming overly bureaucratized. Certainly, there is enough work that needs to be done restoring cities, preserving parks, assisting the elderly and tutoring children, among others, to avoid the first concern; and because these programs are locally administered and respond to local needs, they have escaped heavy administrative structures.

Some of the most successful programs reward volunteerism with educational benefits, and this is an especially promising way to encourage volunteerism and to increase access to higher education. Such linkage between service and educational rewards can be traced back to the popular post-World War II GI Bill. More should be done, however, to establish cooperative efforts between higher education and public service programs. Elected state officials should explore the possibilities of working with their state's universities, colleges, and high schools to establish Public Service Corps for their states. Such state Public Service Corps would not only provide job skills and experience for youth but would reinforce the habit of the heart that has been the hallmark of America's vitality – and compassion.

Los Angeles Youths Make a Difference

High school students want to be recognized as caring, capable young people. To this end, the Youth Community Service (YCS) program, funded by the Ford Foundation, was introduced among low-income 10th grade students in the Los Angeles area who have no previous leadership experience.

A division of the Constitutional Rights Foundation, which has organized student programs for nearly 25 years, YCS has so far provided leadership opportunities for more than 400 students from 20 senior high schools.

Los Angeles high school students are proud of their puppets as they finish preparation for a show for autistic children.

These students are taught to be their own project managers as they fan out over the city to provide community service. Projects vary from painting identifying numbers on classroom doors to regularly visiting convalescent homes. Students organize blood drives, adopt shelters for battered women and children, promote student awareness campaigns against drunk driving, help in programs to feed the homeless, and embark on campus and community beautification projects.

For a "really big statement," YCS students initiated a clean-up effort in a Los Angeles business area that led 800 fellow high schoolers to take part in Operation Big Sweep. With local financial support, 100 students at a time maneuvered a giant push broom, 45-feet-wide and 105-feet-long, weighing 3,500 pounds. The operation also included painting over graffiti, removing trash, and entertaining the neighborhood.

At a two-day Training Retreat, students discuss the nature of leadership, learn to interact in the community, and hear about community problems and solutions from local leaders.

Community service training continues at twice-weekly meetings on school premises and at special conferences. Paid teacher sponsors guide students in compiling a community resource directory after interviewing local agencies and conducting a needs-assessment survey. Professionals, known in the program as community mentors, are brought in to help students plan and implement their projects.

YCS provides a handbook for participants that outlines the detailed steps needed for each task and includes a project proposal form required to document planning and evaluation stages.

Rather than stress job skills, this extracurricular program seeks to promote preparation for citizenship. For the 1986-87 school year, the staff wants to see eager sophomores recruit freshman to share in the journey toward community leadership.

For more information, contact Cathryn Berger Kaye, Director of Youth Leadership Programs, Constitutional Rights Foundation, 601 South Kingsley Drive, Los Angeles, CA 90005. Telephone (213) 487-5590.

Banneker High's Community Lab Project

Since its inception as a magnet school for academic achievers, Benjamin Banneker High School in the nation's capital requires all students to perform volunteer service as part of the curriculum.

Under the Community Laboratory program, students receive a quarter credit for each 45 hours of approved, supervised service. Every student must complete 270 hours of unpaid volunteerism in order to graduate.

Students help in the community one to three hours a week between late September and May. Every other Wednesday, the school day is shortened one hour and fifteen minutes to allow students additional time to meet their service requirement. Most 9th and 10th graders volunteer for two hours on these Wednesdays and one hour on alternate Wednesdays when the school day ends at the regular time.

Entering students are generally assigned to public elementary schools, day-care centers, libraries, and hospitals located within walking distance from Banneker or near their home. Getting students from the start to select where they will volunteer is considered an important aspect of their growth and development.

Now in its fourth year, the program has grown from 25 to more than 125 sites. Many of these locations have been added through student initiative, with family encouragement.

For example, when Robert Hogans was accepted at Banneker he visited the Dean of the School of Architecture at the University of the District of Columbia whom he had met during a Youth in Science and Engineering program two years before. The dean gladly gave him a volunteer assignment. Robert plans to volunteer there for the rest of his

A Banneker High School student earns course credit while helping out at the Washington Home for the Aged in the nation's capital.

stay at Banneker.

Participating agencies are grateful for the help. Florence Augustine of the Mamie D. Lee School for the mentally handicapped says, "Our teachers really value the opportunity to work alongside bright children. As for the volunteers, at the beginning of the year they are often frightened to enter the classroom. By mid-year, they are at ease and working very well with one or two of our students."

The Lee school is a first assignment for nearly all who volunteer there. Conley King, now a senior, still remembers his impressions. "I worked with people aged 15 to 21. I knew at once I was dealing with some very special people. I had to do some adjusting; but after about a month, I began to develop several deep friendships."

Another example of how all benefit through the volunteer program is seen at Howard University Hospital, where students who aspire to the medical profession spend three or four years helping in laboratory work and research in pediatric medicine under a physician-mentor.

Although there are occasional stories of students getting bored or not fitting in, for the most part the volunteers focus on the experiences that have been "fun." And as Afriye Amerson says of her experiences at Howard University Hospital, "You learn to be business-like while having fun. You come with the right attitude, with a smile on your face."

The agencies do what they can to make the students feel at home. Delaphine Roach, for example, herself a product of the D.C. Public Schools system, coordinates the volunteers at Africare, a non-profit organization specializing in development projects in that continent. "I take my responsibility very seriously," she says, "and I make sure each learns something in order to grow from the experience."

Through Banneker High's volunteer program, both students and mentors have learned new ways to be useful to one another.

For more information, contact Mrs. Mazie Wilson, Principal, Benjamin Banneker High School, 800 Euclid Street, Washington, DC 20001. Telephone (202) 673-7322.

Georgia Elementary's Creative Volunteerism

Southside Elementary School in rural Milledgeville, Georgia, counts its numerous community service projects as prime reasons for being honored as a 1986 Georgia Public School of Excellence.

One of its creative endeavors included 154 students in a Math-a-Thon to raise money for Brian Floyd at St. Jude's Children's Research Hospital in Memphis, Tennessee.

When the story of Brian, a native of Jeffersonville, Georgia, who suffered from acute lymphocyic leukemia, was read in the classrooms, students wanted to know how they could help their fellow Georgian and other very sick children at the Memphis hospital.

Since the patients needed expensive care, it was decided to collect money. The Math-a-Thon eventually raised an impressive $3,335.04.

Each participant was given 228 mathematical problems to solve in addition, subtraction, and multiplication. Parents, friends, and neighbors sponsored the students by pledging money for each problem solved correctly. The school librarian, Harriett Hargrove, collected the funds daily.

By the end of the campaign, four students – Donna Brantley, Bryan Eady, Tracy Hartley, and Keith Sweat – had raised more than $100 each and received a special T-shirt and tote bag for their efforts. Sixty-five other students raised more than $25 and received T-shirts.

Sadly, Brian Floyd died. But in appreciation of Southside's generous fundraising support, St. Jude's erected a Golden Tribute Plaque, to hang in perpetuity in one of its corridors, inscribed with the name of the school and the young person the students never met but cared so much about.

For more information, contact Janice Cox, Southside Elementary School, Pennington Road, Milledgeville, GA 31061. Telephone (912) 453-9385.

One of 7000 members of New York's City Volunteer Corps teaches computer skills to a pre-schooler in East Harlem.

The Big Apple Approach to Community Service

As a member of the City Volunteer Corps (CVC), 20-year-old Deborah Irving has had the opportunity to be both teacher and student – often in the same day.

At P.S. 57 in the Bronx, Deborah tutors kindergarten students full time. One evening a week, she takes a college credit course in Spanish at the New School for Social Research in Manhattan.

"My Spanish is improving," she says, "but working in a classroom with the young kids and watching them grow, you learn a lot as well."

Deborah is one of more than 1,400 young New Yorkers who have discovered CVC, a new youth service organization that has developed a distinctive and symbiotic partnership with the City's educational system.

Currently 740 City Volunteers, working in 50 separate teams, serve New York in a variety of ways – beautifying its parks, renovating its vacant buildings, providing relief for the homeless, and helping the elderly. One of CVC's most dramatic efforts, however, has been its outreach efforts to other young people. During the last school year alone, 180 CVs worked in 14 public schools and a score of city-sponsored after-school programs.

While the city and its people benefit from CVC's service, the volunteers serve themselves, as well. At the end of a year in the Corps, CVs receive a $5,000 educational scholarship to the college or vocational school of their choice. Each week along the way, volunteers get an $80 expense stipend and the chance to continue their education tuition free.

Using resources at City University of New York and the New School for Social Research, CVC has created a comprehensive educational program to fit the diverse needs of its members. Volunteers who have not completed high school are required to take English as a Second Language, Basic Education, or GED preparation classes. High school graduates like Deborah have their choice of college preparation in English and math or college credit courses in a variety of subjects.

After just 17 months of operation, CVC has placed 60 young people in English as a Second Language classes, 543 in Basic Education courses, 329 in GED classes, and 225 in college prep or college credit courses.

Sixty-nine volunteers have earned their GED credentials while in the corps, and at least half of the 120 who have stayed a full year have improved their reading levels by a grade level or more.

"At CVC, young adults receive a unique kind of education," says Susan Pierce, the associate director of education. "They gain academic skills that they will need in college and on the job, and at the same time, they learn lessons in civic responsibility and self-discipline, which they will use throughout their lives."

As Deborah puts it, "CVC has made a difference for me. It has given me a positive attitude about everything I do. I know I don't have to wait for anyone. I can make a good life for myself."

For more information, contact Public Relations, City Volunteer Corps, 842 Broadway, New York, NY 10003. Telephone (212) 475-6444.

Mandated Service in Atlanta Schools

Community service is taken so seriously in the Atlanta Public Schools that every high school student must complete Course No. 959050, Duties to the Community, in order to graduate. This means that at some time in grades 9 through 11, all students must contribute 75 hours of service to an approved non-profit agency of their choice.

"The district made the experience mandatory after eight years as an elective course, because, in part, it wanted to repay the local 'community of believers' who had given so

Santa looks on as Milwaukee sophomore students prepare gifts for patients at the city's St. Joseph's Hospital

much themselves through Adopt-a-School, magnet school programs, and volunteering," says Eugene Thomas, who administers the reciprocal program.

United Way agencies are asked to provide substantial service opportunities with the community – not the type in which students can hide away in some office. Before or after school, on weekends, and during the summer, students can be found working at Boys and Girls Clubs, or even lending a hand at the local zoo.

Many become such staunch believers in service to others that they easily exceed the course requirements. During summer 1984, before the program was launched, 20 students enrolled in a six-week leadership training course with Boys and Girls Clubs in the area. Later, each contributed at least 500 volunteer hours to these groups.

Thomas speaks warmly of the salutary effects of the requirement on student character: "I grew up in a social agency because my parents died when I was a child. I know first-hand how service agencies can change the lives of young people. What these young people stand to gain from their involvement is unlimited."

For more information, contact Planning & Extended Services, Atlanta Public Schools, 2960 Morris Hill Drive S.W., Atlanta, GA 30315. Telephone (404) 766-0551.

Milwaukee Teenagers Know All About Lending a Hand

The opportunity to expand personal experiences and goals among students at Milwaukee's Riverside High School was initiated by the young people themselves.

When several teachers who served on the advisory committee of the local Voluntary Action Center (VAC) shared their volunteer experiences in the classroom, the students became enthused and wanted to know how they could become volunteers.

With support from VAC, the Human Service Program at the school developed a sophomore curriculum which included a component for two and one half hours volunteerism a week. Students could also test career goals, or engage in personal research; although most decided to help others.

Sites were selected by the students from a list supplied by VAC, or from contacts made by teachers and peers. The agency would then interview the prospective volunteers.

Every two weeks, a class period was set aside to discuss and evaluate the problems and successes of each student's activities.

In 1984, enrollment in the total program doubled when Riverside became a city-wide university preparatory high school in partnership with the University of Wisconsin at Milwaukee.

The high-achieving students have found community projects of great use in directing their goals to becoming active members in society. The number of volunteers has tripled to 147 a year.

Sophomore Kelvin Bonner noted, "My volunteer job gave me experience in the field of education. Volunteering gave me more incentives to work harder on my school work. I tutored children at the Vel Phillips Y.W.C.A. and when I watched how hard the children worked it gave me a sense of pride to know that I helped someone improve their grades."

For more information, contact Judith Skurnick, Education & Human Services, Riverside University High School, 1615 East Locust Street, Milwaukee, WI 53211. Telephone (414) 964-5900.

Care for the Aged Rises in the West

Silver Threads is a special cooperative program of Bancroft Community School and Wilson Manor Convalescent Home. The school is

A Harvard-bound student tutors Boston inner-city youngsters as part of Stride Rite Corporation's Service Scholarship Program.

part of the La Mesa-Spring Valley School District in the vicinity of San Diego, California.

Students participating in the program are prepared in advance about the natural aging process and how it can bring about changes related to the nervous system and motor abilities. The students gain an understanding that aging is universal and variable.

After this initial educational unit, students and teachers visit the home and plan special events. Sometimes it's joining in friendly conversation and participating in activities with residents. The elderly are often interviewed about their varied pasts and about their current interests. Groups of students entertain with songs, dance, and sometimes they bring along special refreshments.

The smiles and hugs that take place during the visits keep both students and the elderly coming back for more. Recently, Greg Devers, activity director at Wilson Manor, coordinated a fundraiser that helped the school put up a community sign board. The check was presented during a school assembly by an 85-year-old resident of the home.

For more information, contact Darlene Montgomery, Assistant Principal, Bancroft Community School, 8805 Tyler Street, Spring Valley, CA 92077. Telephone (619) 460-4111.

Service Scholarships

By Arnold Hiatt
Chairman of the Board, President, and CEO, Stride Rite Corporation

"As a volunteer at Boston Children's Hospital, I visit children with the art cart ... With every child's smile, proud approval of his finished piece of art, and 'thank you,' I get a great feeling of satisfaction. I feel I'm in a hospital filled with little brothers and sisters." The above is excerpted from a job evaluation written by a student in the Stride Rite Inner City Scholarship Program.

Now in its fourth year, the program was designed as a prototype for corporate giving to aid inner-city college students financially, to encourage them to serve as role models for their peers, and to assist inner-city non-profit organizations expand their staffs by using work-subsidized students.

Ten senior high school students from the Boston/Cambridge public and parochial school systems who have been accepted to Harvard University are selected each year to participate in the program. Each student receives $5,000 a year, which includes $1,500 for tuition, $500 for books and supplies, and $3,000 to cover part-time employment during the school year and full-time employment during the summer months.

The awards are renewable annually for four years or until the bachelor's degree is achieved, whichever comes first. The university's admissions and financial aid offices select the students with Stride Rite's approval and administer the program, manage the disbursement of funds, and assist the students with job placement.

A distinctive feature of this scholarship program is its work-study provision, which stipulates that the students must work in non-profit, community-oriented agencies to do with social, medical, cultural, or educational services. The objectives of this provision are:

- To subsidize jobs for students in an economy that offers limited employment opportunities.
- To encourage interested students to make a direct contribution to their community in vital social service areas.
- To acquaint students with career choices in the public as well as private sector.

Of the 10 students added each year, seven must work in agencies, with three selected to work at Stride Rite.

Each semester, the Stride Rite students rotate to various departments to gain experience in all facets of the business. In fact, no student is obli-

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Community Service (Continued from page 11)

gated to remain at one job for any particular length of time, but may change roles within the program to suit developing needs.

Agency students tutor, counsel, and coach younger people in settings such as Boys and Girls Clubs, and Upward Bound. They work within housing projects, prisons, school systems, and camps.

Several participants assist in laboratories and on the floors of hospitals and clinics, while exploring possible health-care careers. Some work with the Cambridge Consumers Council and the Lawyers Committee for Civil Rights Under the Law to assist victims of consumer fraud and discrimination.

The company requires all the students to meet weekly with the company's scholarship administrator to discuss their progress, and to write an evaluation of their work experiences each semester. In addition, supervisors at the agencies and Stride Rite write performance evaluations on the students.

Harvard University works closely with the Boston-Cambridge high school guidance counselors to explain the program's criteria, not only to seniors but to students in the lower grades as well. The slogan used is, "Work hard ... Don't give up ... We can help you!"

With aid to higher education suffering from the reallocation of priorities by the administration, responsibility rests with the private sector to increase its financial commitment to students confronted by escalating college costs and diminishing federal aid. At stake is the future of thousands of highly-motivated young people who may be deprived of the quality education they seek to the detriment of themselves and their communities.

With Stride Rite currently helping to support 40 college students, we are actively encouraging other businesses to consider sponsoring similar programs to aid in the future of our children's education.

For more information, contact Corporate Communications, The Stride Rite Corporation, 5 Cambridge Center, Cambridge, MA 02142. Tele. (617) 491-8800. ☐13

EDUCATION WEEK

Volume VI, Number 21, February 25, 1987

Los Angeles high-school students help an elderly patient in a project sponsored by the youth community-service program of the Constitutional Rights Foundation. The group trains volunteers at 30 city high schools.

Growing Numbers of Students Offering A Helping Hand for Academic Credit

By William Snider

Offering academic credit for participation in community-service projects is a "strong and surging" trend in American high schools, with some even requiring such service for graduation, a report scheduled for release this week concludes.

In a survey of more than 1,100 public and private high schools, the Carnegie Foundation for the Advancement of Teaching found that 70 percent had a program in which students worked on service projects either in school or in their communities.

According to the foundation's report—"Student Service: The New Carnegie Unit"—80 percent of these programs are voluntary. But almost half allow students to accumulate academic credit for their community-service work.

"Above all, our study seems to reinforce the view that a well-implemented school service program can counter the notion that schooling is irrelevant," Ernest L. Boyer, president of the foundation, writes in an introduction to the report.

The new Carnegie assessment comes at a time when educators, civic leaders, and political figures are examining youth service

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More Schools Push Community Service

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as means of promoting character development and making formal education more relevant to students' lives.

Several major education groups, including the Education Commission of the States and the National Association of Secondary School Principals, have endorsed the concept, as have several potential candidates for the 1988 presidential race, such as Gary Hart, the former senator from Colorado, and Charles Robb, the former governor of Virginia.

The Campus Compact, a college network sponsored by the A.C.E., is working to foster service programs at its 121 member institutions and to develop a "national expectation" that student service be an integral part of the education process.

Mandated Volunteerism

Because of the potential that service projects hold for contributing to character education, Mr. Boyer included a recommendation in his 1983 book *High School* that every student complete a service requirement.

Such programs, Mr. Boyer said, "can challenge the widely held assumption that teen-agers have little to contribute and no one wants what they have."

But while the new Carnegie report shows that an increasing number of districts are instituting community-service programs, most remain voluntary; they are not required as a prerequisite to graduation or as an essential part of a particular course of study.

A recent report by the National Association of Independent Schools, "Community Service Programs in Independent Schools," would appear to indicate that private schools are more likely than their public counterparts to make such programs a requirement.

Of the 648 independent schools responding to the N.A.I.S. survey, 277 said they had such programs. And of these, 112, or 41.4 percent, said they required students to participate.

Atlanta and Detroit are the two largest public school systems that require a student to complete some form of public service before graduating, and a task force is currently considering the desirability of instituting such a requirement in the Los Angeles Unified School District.

"We believe that school is a good place to teach students the responsibility they have to be productive citizens," said Barbara Whitaker, an assistant superintendent of schools in Atlanta who, with superintendent Alonso A. Crim, designed that city's program.

Beginning with the class of 1988, all high-school students in Atlanta will be required to perform 75 hours of unpaid, volunteer service before graduating. After they complete the work, the students must submit either a 500-word essay or a journal on their experience, which is then evaluated by faculty members in the language-arts department.

Many of the students continue working as volunteers after they have fulfilled the minimum requirement, Ms. Whitaker said. "We think it's probably one of the best changes we've made in the curriculum in recent years."

The course description of the Atlanta program states that students "gain firsthand experience in seeing that their actions count."

"They learn how problems arise, what steps can realistically be taken toward solution, and their role in solving these problems," it says.

State Actions

The idea of incorporating community service into the public school curriculum has also gained support from several state education officials, leading, in some cases, to legislative or state-board action to encourage districts to adopt such programs.

One of the movement's strongest proponents is David Hornbeck, state superintendent of schools in Maryland and president of the Council of Chief State School Officers. In 1984, he proposed that community service be included as an integral part of Maryland's effort to upgrade its graduation requirements.

The state board did not agree that community service should be required, but it acted in 1985 to make Maryland the first—and thus far the only—state to require that each school district offer students the opportunity to earn elective course credits for participating in service projects.

"I think that the issue of values ought to be accorded higher status in our schools," Mr. Hornbeck said in an interview last week, adding that volunteer service has an important role to play in achieving that goal. "All of us learn best by doing," he said, "not by reading or being told."

"We ought to be teaching students that giving to their community is better than taking from their community," Mr. Hornbeck said.

Only 11 states lack provisions that permit districts to offer academic credit for community service, according to a survey conducted jointly by the Council of Chief State School Officers and the National Association of State Boards of Education.

But the study, "School Sanctioned Community Service—The State Perspective," found that only 10 states had developed policies, regulations, or guidelines governing the provision of community-service programs as part of the school curriculum. An additional 7 states were developing or considering such plans at the time the study was released, in January 1986.

New Ideas

Several states, however, have initiated new programs in the area of youth service.

Vermont recently completed a report evaluating the first year of its

a model statewide initiative for encouraging high schools to offer students opportunities for community-service participation.

Operating with the support of Gov. Madeleine M. Kunin—but without state funding—SerVermont's coordinator, Cynthia Parsons, has persuaded 20 percent of the state's 68 high schools to adopt community-service programs during the first year.

After soliciting $31,500 from various foundations, she offered "mini-grants" of up to $200 each to cover the costs incurred in student-run projects aiding local libraries, senior citizens, and towns and cities.

Ms. Parsons said she preferred not to call SerVermont a "program." It is, she said, "a dream . . . a pump-priming effort to help community service become an integral part of the fabric of public schooling in Vermont."

In Minnesota, Gov. Rudy Perpich is supporting a bill to be introduced within the next month that would allocate $5 million for the establishment of a two-year program called the Minnesota Youth Service.

Under the program, up to 800 youths between the ages of 18 and 22 would receive small stipends, as well as room and board, to work in crews on various community and environmental projects. Those youths who have not obtained a high-school diploma would be able to attend classes leading to a General Educational Development certificate, according to Christina Serden, the project's director.

'A Sense of Belonging'

But in an interview in the new Carnegie report, Mr. Hornbeck of Maryland urges that such programs be mandatory. He argues, among other things, that participation in such programs promotes responsibility and good work habits, while building self-esteem and a "feeling of belonging."

But also, he says, the state has an obligation to "make clear we believe helping to meet the needs of others is a fundamental component of being an effective adult."

Youth-Service Resources

A variety of resources are available to educators considering or planning a community service program for their students. They include the following:

"Student Service—The New Carnegie Unit." Copies are available for $6.50 each from the Princeton University Press, 3175 Princeton Pike, Lawrenceville, N.J. 08648; phone (609) 896-1344.

"Youth Service—A Guidebook for Developing and Operating Effective Programs." Copies will be available after March 1 for $12.50 each, prepaid, by writing Independent Sector, 1828 L St., N.W., Washington, D.C. 20036.

"Community Service Programs in Independent Schools." Copies can be obtained for $13.50 each by writing the National Association of Independent Schools, 18 Tremont St., Boston, Mass. 02108, or by calling (617) 723-[illegible].

"SerVermont—The First Year (1986)." Copies can be obtained for $9.25 each, prepaid, by writing the Vermont Schoolhouse Press, P.O. Box 516, Chester, Vt. 05143.

"School Sanctioned Community Service—The State Perspective." Copies are no longer available. Information contained in the report can be obtained by writing The State Education Research Center, Council of Chief State School Officers, Suite 379, 400 N. Capitol St., N.W., Washington, D.C. 20001.

Information on model programs and on solving logistical problems is available from:

The Center for Youth Development and Research, or the National Youth Leadership Council, University of Minnesota, 386 McNeal Hall, 1985 Buford Ave., St. Paul, Minn. 55108; phone (612) 624-3700.

Constitutional Rights Foundation, Youth Leadership Programs, 601 South Kingsley Dr., Los Angeles, Calif. 90005; phone (213) 487-5590.

Youth Policy Institute, Catholic University, Cardinal Station, Washington, D.C. 20064; phone (202) 635-6087.

Youth Service America, Suite 705, 810 18th St., N.W., Washington, D.C. 20006; phone (202) 783-8855.

When he first proposed making community service a graduation requirement, Mr. Hornbeck noted, people outside the educational establishment tended to support it and local educators tended to be opposed.

Last week, he explained that educators' objections usually fell into three categories: the scheduling conflicts such programs can cause, the growing infringement of academic subjects by extracurricular projects, and the fact that, as he put it, "to do it right costs money."

Independent Sector, a coalition of nonprofit groups, has recently completed a comprehensive guidebook describing model youth-service programs at the high-school level and how they can be implemented. The publication will be available next month. *(See box on this page.)*

PREPARED STATEMENT OF L. WILLIAM YOLTON, EXECUTIVE DIRECTOR, NATIONAL INTERRELIGIOUS SERVICE BOARD FOR CONSCIENTIOUS OBJECTORS

The National Interreligious Service Board for Conscientious Objectors has since 1940 maintained a strong interest in the vocations of service. As the association of most major religious traditions in America, together with many of the smaller groups which have commitment to service as an alternative to participation in war, NISBCO is a unique repository of experience and reflection about the meaning of service. On behalf of Protestants, Catholics and Jews, together with those highly committed "historic peace churches," NISBCO both understands and critiques the notions of "national youth service" which are now becoming widely discussed again.

NISBCO, as the National Service Board for Religious Objectors, coordinated the extensive programs of conscientious objectors in the Civilian Public Service camps during World War II. It provided a job finding service for COs during subsequent periods of the draft. These individuals were among the most highly motivated for service by religious belief, and yet there were many who found the service opportunities provided to be unsatisfactory, and the terms of service too constricting to continue to participate willingly.

On behalf of NISBCO, and reflecting many of the views present in the Consultative Council where over thirty religious bodies and organizations share in direction and policy formation of the organization, I present issues for the consideration of legislators and all those others of good will who wish to consider or even promote the idea of national service employment for youth.

A central issue to the religious community is the notion "service." Isaiah presents the religious call to Israel to be the suffering servant, Jesus urges that those who would be great should be the servant of all, and Mahayana Buddhism presents the Bodhisattva as the compassionate servant. Religion commends service.

Among the reasons for instituting programs of national youth service is the idea of promoting service, of teaching service, inculcating a service ethic. Most thoughtful people would agree about the desirability of such a goal. And there ends the agreement. For the nature, purpose, and scope of service and the sources of motivation are the very stuff of religious and political philosophy. Talk about "service" and you get almost immediate interest, keep talking and many will disagree.

Whether service can be forced upon another is questionable.

Caspar Weinberger, the Secretary of Defense, would prefer to have people in the Armed Services performing their duties willingly, not under compulsion. That service cannot be exacted from others apart from the power of Congress to raise and army is constitutionally clear to some authorities. Unwilling service may not be serviceable.

Another central issue to the religious community is the notion of "employment." Popular religion understands that idleness is the Devil's workshop. Meaningful work is a participation in the creative activity of God. Though work is sometimes seen as a curse or punishment for human disobedience to God, another strain of religious tradition sees it as a calling from God, a vocation. What you do to earn a living is of "no idle moment" to religious people. Employment is a serious moral and religious issue. It is another of those matters in which we all have an interest, but many disagree.

The religious community's interest is fully aroused when programs of service and of employment are being prescribed for youth. No other part of the population is so much the subject of religious concern. Schools and service programs are central to the pedagogical interest of those in the religious community. Some religious schools require the completion of service activities as a condition for graduation, still others were founded for the sake of developing the service motivation of students, and the specialized schools and religious communities often focus on the meaning, skills, and purposes of service as a life-long principal activity. Ministry (service) is itself understood as what life is about for the believer, in an increasing range of religious teachings. Service is not limited to those in the leadership of the religious community, but it is for everybody as part of their baptism or initiation into active religious life. On this we agree, but our differences about how this commitment is communicated to the young are the diversity of the American religious scene.

When the government begins to talk about national service, the religious communities want to be part of that discussion. Their very existence is at stake.

Several questions need to be answered before the religious communities can support policies and programs for national youth service:

Will national service inculcate a "civil religion" which is a rival to true belief? Will the program divert young people from the beliefs and vocations for service in the religious community? Will the program constitute an educational context that will secularize young men and women at a crucial point in their development when they most need to be in sympathetic touch

with the family and church or synagogue and the values they represent? Will the service that is taught be a truncated version of what the depth of religious belief would seek?

Will the employment opportunities give real benefits to youth and to society? Will these opportunities actually compete with those of other workers? Will the employment be less meaningful and productive than would have been achieved by providing full employment in the economy? Are these young people being taxed by lesser earnings while other parts of the economy benefit from their depressed wages?

Will a pluralism of program, sponsorship, and age of participation be essential to the policy, or will a uniformitarianism and authoritarian control be instituted. What provisions will be made for those who choose not to participate; will they be punished by limiting their access to privileges such as education and employment? What provisions will be made for those who suffer disabilities, those who lack mental qualifications, those who have been disadvantaged by the failure of the educational and economic system, and those who have behavioral problems?

Of major concern to the religious community is the value context of proposals for national service. Will the programs promote militarism? Will the programs create environments where drugs, alcoholism, and sexual promiscuity will have greater encouragement than they already have? Will the programs constitute an invasion of traditional roles for women in those communities where these patterns are essential to the continuation of the tradition? What provision will there be for conscientious objection to any or all programs?

A significant link to programs for the draft or to encourage military service alarms religious believers to the import of the proposals. Even those who have no problems with the provision for a military still have concerns about training that is connected with military readiness, either as an inducement to further enlistments, or as a direct para-military aspect of the defense establishment. The elements of authoritarian control and inculcation of a readiness to kill are of serious concern to religious educators. Of equal concern is the inculcation of uncritical acceptance of national interest and a false patriotism of "my country, right or wrong." No connection with military service can be countenanced in programs of national service.

The timing of the present discussion of national service for youth is subject to suspicion. Why at a time when the cohort of young people is approaching its smallest in two decades diminishing the threat of widespread youth unemployment, and when the fears for military recruiting adequacy are being expressed is national youth service being promoted? Some of the advocates have been candid about recognizing that their benign proposals

are all that the political climate will allow, but they go on to say they really prefer a compulsory program linked to military service.

Yes, our society does need service. The religious communities are dedicated to it. But it should not be restricted to the young. Indeed, it must have all ages engaged.

Since service is partly caught not taught, it requires the example of others for emulation. The saints are part of how one models one's own life. The leadership of others in service is essential to propagating service as a social value and skill. We need incentives for everyone in the society to give good service; it may be accomplished through limited programs at the local level that subsidize all groups who are providing service opportunities. Individuals at the peak of their powers and skills should be encouraged to serve as volunteers through tax incentives such as income averaging.

The need for individual mentors for persons engaged in service is a plain fact of the experience of those who have been administering or evaluating the present programs of service. The growth of state and local government sponsored service and conservation corps has required an enormous pool of persons engaged in mentoring and supervision activity. Any growth in service programs must keep up with the need for training supervisors in a difficult field where professional competency is now being aspired after in the context of several professional associations devoted to fostering experiential learning, or "service--learning" as it is also called.

The churches and synagogues are already the most salient part of the voluntary sector, engaging in full time service far more individuals than the government supports. Though groups such as the Mennonites with their disaster relief programs are well known, nearly all the religious groups have been developing strong commitments to service opportunities. The huge apparatus of Roman Catholic health and human services is staffed by volunteers and subsistence workers. A strongly funded government program that competes with these programs would make the society less strong. The independent sector must be supported so that a pluralism of service opportunities free of government interference is encouraged.

Service, while particularly appropriate in the pedagogy of the young, must be part of value system of the whole society. Service is not a duty that is to be discharged by the young, who may then go on to "making it" in a selfish world. The example of public officials who are not on the take is a key element in encouraging public service, for instance. Short term and part-time programs of service are often sufficient, so that high school and college based service programs are ideal for many

young people. Where these programs are correlated with the service of their elders the long-term learning effect is enhanced.

Finally, service needs are not primarily for poorly skilled or unskilled labor. The notion that needs for child-care or geriatric services can be satisfied by floods of young people on short-term assignment is folly. The long-term needs in our society are for persons with high-tech abilities. That high-tech skill is not just computer literacy, but it will be in the area of inter-personal skills. We already see a shortage of nurses, but there is a growing shortage of highly skilled social service professionals. Every incentive to increase our pool of qualified helpers to others should be developed, and it would be a mistake to divert to low quality services by the young, when they might better be turned to intensive use of their potential talents in programs of professional education.

In previous testimony to the Subcommittee on Human Resources, Committee on Post Office and Civil Service we urged these considerations:

Whatever public policy to encourage service should:
1) guarantee pluralism of initiative,
2) be free from coercion, including ties to the right to educational opportunity,
3) avoid age specificity while encouraging the young,
4) engage participation of those who are served in defining the content of service,
5) avoid connection with military manpower needs,
6) subsidize all programs equally or not at all,
7) involve both men and women while respecting the special concerns of some religious communities for the special protection of women, and
8) give significant work and education.

Prepared Statement of Donald J. Eberly, Executive Director, National Service Secretariat, Coalition for National Service

My name is Donald J. Eberly, executive director of the National Service Secretariat and of the Coalition for National Service. Both are located at 5140 Sherier Pl., NW, Washington, DC 20016.

Mr. Chairman, you last convened a national service hearing on September 27, 1985. In advance of the hearing, you asked me to reply to questions concerning the need for national service, its history, design and cost. At that time, the only national service legislation under consideration were bills by Mr. Panetta (H.R.888) and Mr. Torricelli (H.R.1326). Both are very similar to bills which the two gentlemen have introduced for consideration by the 100th Congress. Mr. Panetta's current bill is H.R.460 and Mr. Torricelli's is H.R. 1468. I have reviewed the observations I made in reply to your request in 1985 and stand by my statement.

In the intervening two years, there have been significent changes on the national service front. There are presently more national service bills than ever before the Congress; the Coalition for National Service was formed in 1986; and the latest Youth Service Survey shows that the forward momentum of state and local youth service initiatives, which was apparent two years ago, now appears to have stalled.

I shall make several recommendations on the legislation after saying something about the Coalition and the Survey.

Members of the Coalition endorse the Statement on National Youth Service (page 2), support state and local youth service programs and foster discussion of national service. Members of the Coalition reflect the many dimensions of national service, from service needs to education to employment to citizenship to military service to youth policy.

For example, among the organizations belonging to the Coalition are the American Correctional Association, the American Veterans Committee, the American Youth Work Center, the Campus Outreach Opportunity League (COOL), the Minnesota Conservation Corps, the National Alliance of Business, the National Association of Secondary School Principals, the National Association of State Boards of Education, the National Interreligious Service Board for Conscientious Objectors and SerVermont.

STATEMENT ON NATIONAL YOUTH SERVICE

The service needed by society -- in such fields as education, care for the very young and the very old, conservation and municipal services -- is enormous. Many of these needs could be met by young people from all walks of life. By helping to meet these needs, young people would be able to test themselves through service to society and would receive valuable experience for their careers. By having invested in their country while young, they would become better citizens as they mature. By having first-hand, constructive experience with major problems in society, they would be better equipped to deal with them in future years as parents, employers, leaders, voters and volunteers.

In order to meet many of our most pressing needs and to permit young men and women to become engaged in the building of a better society, WE ENDORSE A PROGRAM OF NATIONAL YOUTH SERVICE, which would have these basic features:

1. Service opportunities would be available to all young people. The main criterion for admission would be willingness to serve. All young people would be encouraged -- not required -- to serve and would be rewarded with an educational entitlement upon completion of service.

2. Each participant would both serve and learn. Learning would range from development of specific skills to growth in self-knowledge, problem solving, and working with people.

3. Service activities would be directed and financed at the local level to the extent permitted by available resources, and would include projects organized and directed by young people. Thus, maximum local initiative would be encouraged.

4. Service activities would be underwritten by a public foundation at the national level. Such a foundation, which should be removed from political pressures but which would receive both Congressional appropriations and private contributions, would assure support for all needy projects.

5. The basic raison d'etre for national youth service is the need society has for the service of youth. Main areas are tutoring, literacy training, day care, elder care, conservation, and various kinds of community service. By serving in these fields, young people would be able to test themselves through service to society and would receive valuable experience for their careers.

6. Young people who seem poorly qualified by conventional standards could serve effectively. High school dropouts are today serving as tutors, and doing a good job; others are receiving specialized training for responsible hospital positions. Each participant would receive the training and supervision needed for the assignment.

7. There would be a transition phase. Growth of national youth service would be constrained by identification of useful tasks, finding enough trainers and supervisors, and obtaining sufficient funding. The transition phase would permit experimentation with various techniques and activities.

8. Participation would be by means of a contract, voluntarily entered into by all parties. The contract would spell out the responsibilities of the participant, the sponsoring agency and the funding agency.

9. Duration of service would range from a minimum of six months to a maximum of four years. The value of the educational entitlement would be proportional to the time in service.

10. Participation in national youth service would be viewed as fulfillment of a person's peacetime service obligation. If a peacetime military draft is reinstituted, persons who are liable for the draft and who complete a period in national youth service equal to the draft period would be placed at the end of the draft queue, together with those who had completed military service.

The same is true of the individual members of the Coalition. They include a present member of Congress, Rep. Leon Panetta, and two former members, Mayor Don Fraser and Paul N. McCloskey, Jr. Among other Coalition members are university leaders Derek Bok, Rev. Theodore M. Hesburgh, Donald Kennedy, David Saxon and Donna E. Shalala; former Cabinet members John W. Gardner, Ray Marshall and Willard Wirtz; youth policy experts Diane Hedin, James Kielsmeier, Michael Sherraden and Martin Trow; national service study leaders Amitai Etzioni, Morris Janowitz, William R. King, Charles C. Moskos, Jr., and Jacqueline Grennan Wexler; and others such as Ernest L. Boyer, George Gallup, Jr., John E. Jacob, and Adam Yarmolinsky.

While many Coalition members have recognizable names and many years of experience, others are the leaders of the future. S. Kim Grose is a university student who spent a year in community service and wrote a prize-winning essay in which she advocated national service. I asked her if she would endorse the Statement on National Youth Service and join the Coalition. She joined straightaway and said of the Statement: "It puts forth in direct, clear writing a theory that I held since I began public service fourteen months ago. I have no criticisms and hope only that such a national program can be instituted in the near future."

The Coalition is of particular significance now because it rebuts the occasional editorial assertion that national service advocates can't seem to agree on the essential features of national service. I am sure I speak for members of the Coalition when I say that we would rather have a program called XYZ that contains the 10 points in our statement, than one called NATIONAL SERVICE which is not in accord with the Statement.

The National Service Secretariat has just issued its report on the third annual Youth Service Survey. The Survey, a full report of which is included in the Appendix, measures a number of characteristics of federal, state, local and private youth service programs.

At your 1985 hearing, I was pleased to report that full-time, year-round youth service enrollments had risen from 4,850 at the beginning of the year to 7,100 at the end. It appeared that a period of growth in youth service enrollments was underway. I must report today that such was not the case, with enrollments rising slightly to 7,300 at the end of 1985 but dropping off to 5,800 at the end of 1986.

There are a few indicators that enrollments will rise a little in 1987 but, except for the national service legislation being considered by Congress, there are no signs that youth service enrollments will become commensurate with existing needs.

In reviewing the national service legislation before Congress, I find a high degree of harmony -- so much so, in fact, that the authors of the legislation and their co-sponsors might establish a Congressional Coalition for National Service. What could well emerge from such a group is a legislative package that embraces many of the features of the several bills.

If I were charged with writing such a package, and in making these recommendations I speak only for myself, it would look like this.

Part I would be Mr. Udall's bill for an American Conservation Corps. It would essentially restore the successful Young Adult Conservation Corps of the late 1970's. I estimate that conservation work would engage about 20% of all national service participants.

Part II would be Mr. Panetta's bill for a Voluntary National Youth Service. It is a transition bill, enabling us to get from where we are today to a larger national service a few years down the road. With its 50-50 matching grants, most if not all of the full-time, year-round state and local youth service programs would be able to double in size and numerous other states and localities would probably initiate similar programs.

Part III would be Sen. Pell's bill for a Voluntary National Service and Education Demonstration. It is a well-crafted bill that provides for a period of national service followed by a GI Bill for Education. As I have already indicated to Sen. Pell, I would make just one change in the bill; namely, to permit enrollment of non-high school graduates as well as high school graduates.

Part IV would be a modified version of Mr. McCurdy's bill for a National Service. I would institute his form of national service in three localities -- one urban, one rural, one suburban -- with controls for each. The essential features of the first three parts of this package have been tested and proven sound. Mr. McCurdy's approach deserves to be tested and evaluated before a decision is made about its possible expansion.

Part V would be Sen. Bumpers' and Rep. Sikorski's bill that would encourage people to serve after college. Their bill would enable a number of college graduates, who might not have done so without their proposal, to contribute a year or more of community service.

Part VI would be Rep. Torricelli's bill for a Commission on National Service Opportunities. However, instead of repeating the studies already made by Messrs. Etzioni, Janowitz, King, Moskos, Mrs. Wexler, myself and others, I would focus their attention on what is happening as a result of the passage of Parts I, II, III, IV, V and VIII of this bill. On the basis of their observations, the Commission would make recommendations for the future of national service.

Part VII would be the provisions for an Agency for National Service and for local placement centers from Mr. Torricelli's bill for Universal National Service. The aforementioned bills call for programs run by several different agencies. At the federal level, the Agency for National Service would lead an interagency group on national service and would promote each of the programs in a coherent fashion under the heading of national service. Also, the Agency could provide the staff for the study under Part VI of this package. At the local level, local placement centers would offer a single point of information and application for young people interested in national service.

Part VIII would provide for a test of universal voluntary, rather than universal mandatory national service as recommended by Mr. Torricelli. I recommended such a test project in 1971 (see Teachers College Record, Vol. 73, No. 1, September 1971) to determine how many young people would come forward, what their demographic profile would be, and what they would accomplish. The

APPENDIX

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Donald J. Eberly, *Executive Director*

June 8, 1987

THE 1986 YOUTH SERVICE SURVEY

The third annual Youth Service Survey was conducted in early 1987 by the National Service Secretariat. The Survey covered the year 1986 and, as with the previous Youth Service Surveys, asked a number of questions about 18-24 year olds in service programs with the following characteristics:

- Emphasis on meeting human, social or environmental needs;
- No discrimination by race, sex, religion or income level;
- Year-round activities;
- Enrollment periods of six months or longer;
- Full-time service during the enrollment period; and
- No displacement of employees nor impairment of existing service contracts.

The Survey was limited to those programs likely to qualify for a program of national service. The Survey does not include the large number of young people in such service capacities as paid employment, unpaid volunteer work, the armed forces, and federally subsidized service in part-time or short-term programs such as college work-study and summer youth employment. The 17 eligible programs that completed survey forms are listed below with the year in which they were founded.

California Conservation Corps 1976
East Bay Conservation Corps (CA) 1983
International Christian Youth Exchange 1949
Michigan Civilian Conservation Corps 1984
Montgomery County Conservation Corps (MD) 1984
New York City Volunteer Corps 1984
Ohio Civilian Conservation Corps 1977
Peace Corps 1961
Pennsylvania Conservation Corps 1984
Sacramento Local Conservation Corps 1985
San Francisco Conservation Corps 1983
TVA Conservation Work Corps 1976
VISTA(Volunteers in Service to America) 1965
Voluntary Service Program, United Church Board for Homeland Ministries 1955
Washington Conservation Corps 1983
Washington Service Corps 1983
Wisconsin Conservation Corps 1983

Thus, the sponsors of eligible programs include the federal government; state, county and city governments; religious institutions; and private corporations (East Bay Conservation Corps and New York City Volunteer Corps). Of the eligible programs that did not respond to the survey, it is estimated that

their enrollment figures would add approximately 3 percent to the total figures.

The year-by-year enrollment levels since the beginning of the Survey are as follows:

Date	Total Enrollment
1/1/84	4,850
12/31/84	7,100
12/31/85	7,300
12/31/86	5,800

The fall in the total enrollment stems primarily from the reduced number of 18-24 year olds in the Peace Corps and the Pennsylvania Conservation Corps. Also, the TVA Conservation Work Corps was discontinued in 1986. The figure for 12/31/85 that had been reported earlier has been revised to 7,300 on the basis of data received in the 1986 Survey.

The 17 service programs answering the survey reported that a total of 5,982 work-years of service were accomplished during 1986. Most programs performed specialized services for the general population. A few gave a range of services to a specialized population. The numbers of service-years (work-years of service) by emphasis area are as follows:

Conservation	2,190
Recreation	842
Education	440
Environment	232
Public Works	221
Health	218
Agriculture	206
Emergency relief	191
Economic development	177
Infants and children	137
Senior citizens	99
Energy	91
Disabled persons	90
Arts and museums	74
Food and nutrition	70
Literacy	70
Employment	67
Housing	44
Native Americans	15
Young people	11
Community protection	8
Refugees	7
Adults	7
Migrants	6
Companionship	6
Other and not reported	463
Total	5,982

Males outnumber females almost two to one, largely because of the high proportion of males in conservation programs. The fact that minorities are somewhat over-represented is not surprising since several programs exist in part to alleviate unemployment and minorities are consistently over-represented in unemployment rates. Ninety-two percent of the college graduates are Peace Corps Volunteers. Demographic data follows:

Male	66.3%
Female	33.7%
Black	20.5%
Hispanic	11.0%
White	62.0%
Other	6.4%

Not completed high school	30.6%
High school graduates only	38.6%
Some college	6.7%
College graduates	24.1%

A variety of educational linkages were reported by the 17 programs. Eleven of them require participants to attend school or courses or seminars; seven of them require participants to write about their service experiences; the majority of programs which accept illiterate persons or school dropouts require them to attend literacy classes or to study for the G.E.D. Four programs help to arrange academic credit for learning acquired from service experiences, and seven programs provide or facilitate financial assistance for further study.

The 17 programs reported a total budget of $84.07 million in 1986; the Peace Corps and other programs accepting persons outside the 18-24 range prorated their budgets accordingly. Still, it is clear that not all programs use the same accounting methods. Probably the best guide to program costs is the median cost per service year; for 1986, that was $10,600.

State and federal governments were the major supporters of youth service programs in 1986, contributing 83% of total budgets. The sources and amounts are given below:

Source	Amount (million)
States	$36.0
Federal government	33.7
Cities and counties	9.9
Private sector	4.2
Not reported	0.3
Total	$84.1

Twelve of the 17 programs reported that 100% of their budgets came from a single source, such as the state or federal government. In the Washington Service Corps and the East Bay Conservation Corps, the organizations where young people serve are required to make financial contributions to the program.

The material benefits received by youth service participants are packaged in a wide variety of ways. However, when the stipend allowance, value of room and board, bonus and educational entitlement (all as applicable) are added together, the total for almost all participants is in the range of $6,000 to $10,000.

The method for calculating the value of services rendered by participants varied considerably among the seven programs that made such an assessment. Combined with variations in cost accounting methods, a wide range of benefit-cost ratios is to be expected. The highest ratio reported was 7.36 by the Washington Service Corps and the lowest was 0.78 by the New York City Volunteer Corps. The median benefit-cost ratio, 1.36, is within the range of 1.0 to 2.0 that is typical of youth service programs.

essence of the test is to guarantee service opportunities to all young people in a given geographic area and make provisions for their placement and support. A major contention of those who favor mandatory service is that it is the only way to reach many who would benefit most from a service period. I believe they can be reached through the universal voluntary approach but the only way to find out is through actual testing. No amount of theoretical study will give us the definitive answer.

In summary, Mr. Chairman, I see the next five years as a time of testing, growth and evaluation for national service. It is a good time to test various models of national service because there is no military draft and the youth population is smaller than it has been or will be for many years. In five years time, several hundred thousand young people will have served, the studies will be complete, and decisions can be made about the next steps for national service.